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Capacity-building for development

Strengthening governance and public administration capacities for development

Note by the Secretariat

Summary

The present note by the Secretariat has been prepared on the basis of the inputs provided by the members of the Committee of Experts on Public Administration. The Committee adopted the theme of capacity-building for development, including post-conflict reconstruction of public administration and crisis/disaster management, as the main agenda item for its seventh session. This note has been prepared to establish an understanding of capacity development in theory and practice, to outline the present needs and challenges of countries in strengthening their governance and public administration capacities, and to offer a framework for the Committee's discussion and recommendations for Member States, the Economic and Social Council and the United Nations Secretariat in pursuing capacity development objectives and activities in developing countries.

It is now understood that institutional and human capacities, governance and development are interdependent and in a relationship of reciprocal cause and effect. In times of radical transformation and crises, new and renewed forms of governance and public administration capacities are needed to achieve sustainable, people-centred, pro-poor governance and development. This note surveys capacity development issues and challenges and, in so doing, outlines three interdependent levels of governance and public administration capacities: the systems level, the

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organizational level and the individual level. The systems level reviews transparent and accountable management of elections, legislative, executive and judicial processes, and interface with civil society. The organizational level considers strategic planning, partnership-building and networking, team-building, decentralization, and service-delivery. The individual level addresses effective leadership, career development and professional human resources management, responsiveness to community organizations and individual citizens, and the nature of well-functioning professional associations.

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I. Introduction

1. The Committee of Experts on Public Administration adopted the theme of capacity-building for development, including post-conflict reconstruction of public administration and crisis/disaster management, as the main agenda item for its seventh session. The present note has been prepared, on the basis of the inputs provided by the members of the Committee, to establish an understanding of capacity development in theory and practice, to outline the present needs and challenges of countries in strengthening their governance and public administration capacities, and to offer a framework for the Committee's discussion and recommendations for Member States, the Economic and Social Council and the United Nations Secretariat in pursuing capacity development objectives and activities in developing countries.

2. The Committee began its discussion on capacity development at its inaugural session in 2002. At that session, the Committee identified six priority areas in which Member States could build capacity to implement the United Nations Millennium Declaration:[1] (a) the public sector must recruit and retain its fair share of the best talent; (b) public sector institutions must become strategic and strong "learning organizations" in a globalized and knowledge-based economy; (c) public sector institutions should utilize the power of information and communication technologies (ICT) in support of innovation and good governance; (d) Governments should align their finance and management systems to ensure the optimal mobilization and use of resources; (e) Governments should design and implement effective combinations of decentralization and centralization policies and programmes in order to promote people-centred development; and (f) public sector institutions should support evidence-based international data.

3. Since then, Member States reaffirmed their commitment to the development goals identified in the United Nations Millennium Declaration as well as those agreed to at other major international conferences. The 2005 World Summit took stock of progress in reaching these goals, and also identified good governance as cutting across the entire United Nations development agenda. Member States agreed that good governance and rule of law at the national and international levels are essential for sustained economic growth, sustainable development, and the eradication of poverty and hunger. More recently, Member States also agreed that good governance and State capacity were central in linking the United Nations pillar of peace and security with that of development as well as in responding to the fallouts of climate change.

4. In this light, and given that Member States are halfway towards reaching the deadline of 2015 for achieving the Millennium Development Goals, the Committee has decided to deepen its work on capacity development. In so doing, the Committee will also consider the additional reconstruction needs of post-conflict States, and the needs of States managing crises and natural disasters, this because it has also become apparent that blueprint approaches are no longer adequate in today's globalized world. That there are deficiencies of capacity development in the public sector has been corroborated throughout the development field. This is especially true for those countries in crisis and post-conflict situations where the underlying governance parameters and challenges are very different from those of

[1] See General Assembly resolution 55/2.

countries with relatively stable institutions and established policymaking processes. In a world that is constantly changing, capacity-building is an integral part of reforms directed towards building more legitimate governance processes and more effective public administrations.

5. Governance involves managing the interactions of government, civil society and the private sector for societal transformation and development, including the attainment of the Millennium Development Goals. Governance today is understood as a "transformative process" reflecting the shift from a focus on a narrow political framework involving the elite to a broader conceptualization including the masses and new social movements. Public administration, which implements political decisions and government policies aimed at organizing and managing the public life of a country and its citizens, is part and parcel of governance. Some have likened governance to the lifeblood of political systems, and public administration to the arteries within which the energies ebb and flow. The needs of public administration, which are closely linked to those of governance but inherently distinct from them, have undergone a spiral of changes in the age of globalization. New and renewed discourses on legitimacy, new actors, innovative techniques and strategies in functional practice, and interaction of public entities with one another and with the larger world are among the changes in the defining parameters of public administration today. For the least developed countries, there is also the mounting pressure to meet targets towards addressing the basic needs of their populace within internationally agreed time frames.

6. Governance and public administration capacities are essential for sustainable human development in political, economic, social and environmental contexts, particularly at three different yet interrelated levels of action. At the systems level, governance and public administration capacities are needed to design and develop institutions, processes and policies. Assistance to electoral management bodies, instruments for priority-setting and collective decision-making for the executive, support to an effective judiciary, and participatory mechanisms for engaging the civil society are among the main systems-level capacity-building measures. Organizationally, capacity development ensures the establishment of effective networks, teams and functional communities. Some public administration capacity-building niches include strategic planning, partnerships and networking through the application of ICT, team-building, decentralization, and easy access to, and effective delivery of, public services. At the individual public servant level, capacity-building and development rely on effective leadership, career development and professional human resources management, responsiveness to community organizations and individual citizens, and active professional associations and functional communities of practice.

7. In the least developed countries, scaling up of existing and new forms of governance and public administration capacities may be required to achieve development objectives. Daunting challenges of post-conflict reconstruction, crises and natural disaster management, global warming mitigation, systemic poverty of the "bottom billion" and the HIV/AIDS pandemic are not to be overcome through obsolete institutional arrangements, rigid bureaucracies or self-serving leadership. In this globalized world of 24/7 economic transactions, those countries face not only competition for ever shifting capital required for investments but also the responsibility of maintaining growth levels sufficient to finance the basic needs of their citizens. The following analysis reviews the new meaning and dimensions of

capacity development while outlining its systemic, organizational and individual modalities in the context of sustainable human development.

II. Essentials of capacity development in governance and public administration

8. According to the United Nations Development Group, capacity development refers to supporting national counterparts in developing their capacities to lead, manage, achieve and account for national development priorities. As such, capacity development is a process of establishing effective means for goal-setting, decision-making, standardizing routine procedures, planning and implementing activities, and monitoring and evaluation.

9. State-of-the-art capacity development takes a holistic and inclusive approach. Hence, capacity development not only encompasses designing and developing systems, institutions and policies but also covers facilitating effective organizations, planning and projects. Capacity development also includes processes and modalities for endowing these systems, institutions and organizations with a common vision while working to enhance the professional development of the individuals who function within them. The purview of capacity development thus now extends beyond the traditional inter-organizational dialogue and individual training. Capacity development today is also about streamlining practical standard operating procedures in line with context-specific norms and belief systems.

A. Systems-level capacity development: governance processes

10. The designing and reform of systems, institutions and policies require skills of coalition-building and multi-stakeholder dialogue as well as the ability to see economic, political, social, cultural and environmental forces as a whole. A constitution, a set of organic laws, regulatory frameworks overseeing various sectors, the degree of control and ownership of productive assets, and public decision-making processes for allocating public resources, among other major features, define and shape the State and its apparatus. Within this framework, integrative thinking can be learned by focusing on *all* of the factors and forces involved in a solution, and pondering how each element influences the others. Systems design is very different from problem-solving since the focus is on inventing a new form for the future rather than on merely responding to a past problem.

11. Systems comprise interlinkages of several institutions that are themselves composed of many organizations. For example, a legal system involves institutions providing access to justice, deliberation and reconciliation, and includes organizations such as courts, law firms, advocacy groups, media and non-governmental organizations. Systems also encompass all geo-social levels and linkages of local, national and transnational milieux with a concern for both vertical and horizontal flows of information and resources, and the capacity to scale up. Policies are seen as collective agreements that guide collective actions and establish the rules of the game. This dimension as a whole is often referred to as the "enabling environment" in state-of-the-art capacity development.

12. Capacity development in governance and public administration is a multidimensional process. It includes, inter alia, electoral processes, legislative bodies, rule of law and access to justice, human rights, public administration and civil service, decentralization, local governance and service delivery, accountability and transparency, the governance role of civil society and the private sector, multi-stakeholder policy formulation, international aid and absorptive capacity. All of these sectors and areas of governance are included within the context of a focused perspective on capacity-building: developing capacity of actors to self-realize their potentials *individually*; establishing and strengthening open, transparent and collaborative organizations *institutionally*; and promoting a common vision and instilling trust *systemically*.

13. At the systems level, broad processes of governance become the main areas of scrutiny. Capacity development to support the effective, transparent and accountable functioning of electoral, legislative, executive, judicial and societal processes is fundamental for effective governance and public administration. Electoral processes in developing countries often lack a multiparty system able to enhance political choices and a diversity of views. These countries need political parties that operate in a fair and just manner; independent electoral management bodies that ensure that the entire process is being carried out in an honest manner and is open to scrutiny; and candidates who have a genuine interest in representing and promoting the well-being of constituents, and have sufficient knowledge of development challenges and issues. To respond to these needs and challenges, building and enhancing the technical and knowledge-based capacity of electoral management bodies and other agencies entrusted with enforcing political finance regulation can become pivotal in promoting effective governance and public administration from early on. Training on, and exposure to, the other components and tools of managing electoral processes, such as plurality voting, the franchise, electoral districting and voter registration, can also increase the overall capacity for managing electoral processes.

14. Legislative bodies in developing countries need to be representative of the society as a whole. They need representatives with strong public service values. Members need to know how to collaborate for the sake of collective interests. An open and inclusive environment that encourages deliberation and discussion needs to be cultivated. Parliaments need to play their role in law-making and oversight and can effectively carry out these functions if some tools of capacity-building are in place and are working effectively. For instance, capacity-building in terms of providing research and analytical support for independent functioning of legislatures, buttressing their communications and outreach efforts as legitimate representatives of the public interest, well-functioning standing and ad hoc committees, and methods for minimizing partisan cleavages to promote cohesion can prove crucial for effective law-making and legislative oversight at all levels.

15. Capacity of the executive in priority-setting and collective decision-making is paramount for effective governance and public administration. To achieve sustainable development and effective governance, Governments must keep their political capacity consistent with desired policies. For this to occur, it is crucial for Government officials to know how to tap into human and material resources in their societies and use them to achieve national-level objectives. Many developing countries are hampered by inadequate or insufficient capacity to exploit these resources where they do exist. Increasing the Government's extractive capacity, consultations on priorities and enhancing the capacity of the political system to

carry out the tasks chosen by a nation's Government in the face of competing interests at the local, national and transnational levels are important in promoting policy stability, hence in building Government capacity.

16. In developing countries, judicial systems need to be independent, with judges and attorneys who have recognized expertise in law and are committed to justice and reconciliation. The rule of law needs to apply to all people of the land. A culture of respect for human rights needs to be promoted. The entire judicial system should be sensitive to the best of traditional justice processes (especially at the local level) that are in harmony with modern mechanisms. Moreover, people need to have access to justice processes regardless of economic or minority status. Clear and transparent rules concerning the appointment and removal processes of judges, the establishment and the delineation of the roles and obligations of such bodies as judicial councils and impeachment juries, and methods of promoting and strengthening judicial autonomy and access to adjudicative institutions can benefit the effective functioning of the judiciary in the developing world.

17. The governance roles of civil society face many challenges. Primarily they centre around the issues of their independence, their freedom to organize and carry out activities and accountability for their use of public resources. In addition, adequate training of the leaders in these organizations in social responsibility and the standards of transparency and accountability and adequate levels of resources of civil society organizations are essential in capacity development. For capacity-building, it is essential to introduce tools and modalities of cooperation and trust-building between public organizations related to civil society and the private sector so as to increase interface and foster joint mobilization to meet challenges proactively. Such processes can include interactive regional planning, intersectoral dialogue, citizen engagement in collaborative planning, and participatory and pro-poor budgeting.

18. The private sector, as it encompasses engines of wealth creation and contributes to the productivity and well-being of individuals and societies, fulfils an important need in economic governance. Challenges facing developing countries in this regard are lack of: jobs, income, services, products, savings, housing, markets, training, credit and fair trade accords. How to both create an enabling environment for the private sector and hold it accountable to the common good is a major challenge.

B. Organizations-level capacity development: policy implementation and administrative processes

19. As countries of the South attempt to achieve the Millennium Development Goals in a timely manner, they face capacity challenges including difficulties in implementing an effective pro-poor policy framework, in targeting essential interventions and scaling up successful ones in physical infrastructure and social sectors, in implementing participatory political decision-making processes and in tracking progress as well as in mobilizing the necessary finances. Compounding the differences in priorities of countries of the North and countries of the South is the fact that the absorptive capacity of the latter may also constrain the infusion of new resources and their effective deployment. In post-conflict and post-disaster

countries, destroyed physical infrastructure and humanitarian crises multiply the challenges to be confronted.

20. In view of the multiplicity and diversity of problems faced, it is necessary, before designing a capacity development programme, to carry out an assessment, however formal or informal, of current organizational capacities. If capacity development has been requested by national or local counterparts, a task force of key stakeholders should be formed. This task force, being cognizant of governmental and non-governmental actors and governance institutions critical to achieving the Millennium Development Goals, can then design a participatory plan of assessment and development at various levels and key sectors of a public administration. At all levels of authority (national, regional, provincial, county, city, town and village), public administrators need and rely and build on their organizational capacities. Teams could be appointed to assess and measure the capacities of key governance actors in all sectors. Tools include self-assessment, peer assessment and feedback from citizens or users of services. Are intended programme goals being met? How is the flow of information, communication, decision-making and resources between and among the various levels being maintained? Where do the strengths and gaps lie? What is working and what is not working and why?

21. Some instruments that can be used in designing and developing governance and administrative capacity at the public organization level are (a) strategic planning with the ultimate goal of direction-setting and adjustment, (b) a partnership approach through extensive networking, coalition-building and championing national ownership by Governments and communities, (c) team-building processes that encompass multidisciplinary engagement and change management, (d) administrative and fiscal decentralization to enhance accountability and inclusiveness of policymaking and (e) responsive service delivery of high quality. These instruments can also effectively be used to identify gaps resulting from the differences between emerging and obsolete policy environments.

22. Strategic planning and management entail the identification or reorientation of the mission and purpose of the organization, paths selected to achieve the mission and activities that affect stakeholders' interests. Strategic planning for Millennium Development Goals would reflect a pro-poor orientation. There are many excellent techniques of strategic planning available to public officials. In general, the facilitator asks participants to brainstorm and agree upon their common vision of the future, the challenges (blocks and gaps) they face in realizing that future, the broad strategic directions needed to deal with the challenges and achieve the vision, and the tactics or actions needed to achieve the strategies. These actions are then arranged on a timeline along with the designation of who will do what and when and where. This approach yields excellent results in crisis management.

23. Networking is another pillar of capacity development at the public organization level. A network can be defined as a set of nodes or actors connected by common interests rather than as a command-and-control structure, as in a bureaucracy. Communication and contact among administrative actors go hand in hand with networking activities. Success in achieving the Millennium Development Goals requires that public administrations focus on management as well as policymaking. Effective management at the public organization level depends on performance appraisal; the use of quasi-markets and contracting out to foster

competition, where appropriate; cost cutting and efficiencies; and an emphasis on results within administrative guidelines. Reforms that disaggregate monolithic public structures into smaller operating agencies based on specialization and division of labour can favour the forming of networks based on collaboration and partnership. The application of ICT can greatly enhance networking in public administration, providing channels for one-stop shops and single-window delivery systems for the purpose of scaling up basic services or reaching remote areas.

24. Networking provides a means for public administration institutions to reach out to governance actors outside of their boundaries, within their immediate and more distant communities. Non-governmental organizations, for instance, have considerable experience in working locally and can help municipalities with planning and capacity-building. Reciprocally, municipalities offer non-governmental organizations the legitimacy and local accountability they may lack, as well as the means to extend project activities beyond isolated communities. By the same token, formal and informal regional research networks that are based on communication, collaboration and ongoing dialogue among research institutions and public organizations at various levels and in various sectors, have contributed tremendously to capacity-building through the creation of viable knowledge communities, which are crucial for the dissemination of the technical information needed for realizing the Millennium Development Goals, within both North-South and South-South dimensions.

25. Seemingly intractable problems of stepping up the delivery of public goods and services to meet the Millennium Development Goals require coalition formation and team-building at every level of public administration. Proactive consultation, and effective and ongoing multidisciplinary teamwork may not only facilitate the timely completion of tasks but also improve the overall delivery of services. For instance, in cases when a long time may be spent in trying to solve a particular problem, soliciting client feedback, engaging citizens in the design of services, effective networking, collaboration and knowledge-sharing with peers may result in efficiencies and contribute to organizational learning in the public service. The most productive staff members in any organization are generally those with a very strong ability to network and collaborate with both external partners and internal colleagues. The promotion of an organizational culture of networking, knowledge-sharing and collaboration is essential to building organizational capacity.

26. One very useful team-building tool is the workshop method, which can be used in a public organization to generate creativity and new energy in a short amount of time, infuse the team with a sense of responsibility, catalyse integrated thinking and build a working consensus. This five-step technique begins by giving an overview of how the workshop integrates into daily activities, then goes on to generating new ideas by group brainstorming, identifying new relationships of data through clustering similar ideas or issues, determining the consensus through group naming of clusters of ideas, and confirming the resolve of the group to operate as a team. Interim measures may be needed for traditional hierarchic organizations until they are ready for more participatory methods. Interactive and participatory approaches to discussion, planning and problem-solving are often more effective than expert advice alone, as they utilize the wisdom of everyone and mobilize follow-up action resulting from a sense of ownership.

27. Decentralization, defined as the transfer of decision-making power and funds from central to local governments, can also have a strong impact on how effectively government resources are collected and used. For instance, research and practice have shown that politically decentralized regimes tend to tax less overall and administrative decentralization tends to encourage social policymaking. Administrative decentralization may allow competition, information and innovation to lead to efficient and effective public policies, and redistributive public action. Well-planned and prepared decentralization, coupled with strong monitoring, can improve human resource management in terms of fostering more effective staffing per sector and/or agency, the utilization of more locally grown skills and experience where needed, and more appropriate inputs to organizational performance — important for achieving the Millennium Development Goals.

28. The processes of decentralization involve the creation of local governance institutions which are paramount in promoting and harnessing increased political participation, accountability and trust. Communities establish and maintain direct links with their immediate representative officials and organizations on a day-to-day basis. This increases exposure of policymaking processes to citizens, supports the inclusiveness of decision-making processes, and has built-in feedback mechanisms that directly culminate in enhanced accountability. Principles of participation and partnership should guide the processes of decentralized governance at every level, since decentralization per se is not a sufficient force of capacity-building at the organizational level. In fiscal and administrative decentralization, analysis should reveal which functions are more appropriately undertaken at local, regional and national levels of governance and public administration systems in different countries.

29. Good governance and capable public administration depend not only on the performance of public organs but also on the State's capacity to deliver goods and services to its citizens. In a globalized world, public administration systems and institutions are adopting a more client-oriented perspective where quality management for the purpose of continuously updating and improving products and services is an urgent concern. In various parts of the world, particularly in developing countries, it is not only the lack of capital resources and technical know-how that impedes the access of citizens to health care, education, water, and basic goods and staples, but also the inadequate understanding and implementation of service delivery mechanisms in terms of their ability to reach targeted populations. In this context, the use of ICT can make services more effective, Governments more transparent and decision-making more efficient by fostering and facilitating networking, such as the building of municipal service partnerships and public-private partnerships to expand access to public goods and services.

30. Capacity-building in service delivery can also benefit from transparent performance appraisal, and contractual and procurement processes; effective monitoring; citizen feedback mechanisms; and accountability processes such as complaints and appeals procedures. Often, it is the responsibility of national or local councils to determine where the service provider will operate, how the service provision will be effected, and what the role and obligations of the recipients and providers of services will be. In this sense, the task of public councils in service delivery is not so much running the service as ensuring delivery. In cases where the decision to outsource delivery is taken, the councils set up the contract and make sure that it is duly enforced. The pros and cons of different outsourcing

arrangements and strategies for reducing the informational asymmetries originating from loopholes in sector-specific knowledge and expertise are some of the important issues whose resolution will require that the capacity of public administration organizations be built and strengthened.

C. Individual-level capacity development: professional competencies and merits

31. However much systems and organizations of a society are transformed, the individuals within these structures, whether governmental or non-governmental, are still the bedrock of that society and the source of its capacity to respond to crisis. If a parliament, for example, is restructured but individual parliamentarians still believe in the appropriateness of corrupt practices, the new structure is subverted. If a new judicial system is in place but individual judges and attorneys are not deeply committed to reconciliation and justice, then the new buildings, equipment and procedures become only a façade. For individuals to move beyond exclusionary self-interest and group interests, confusion or incompetence, individual abilities, values and skills must be enhanced. Hence, institutions and organizations must support functioning public servants in becoming more professional in carrying out their duties.

32. At the individual public servant level, capacity-building and development require leadership, career development and professional human resources management, responsiveness to community organizations and individual citizens, and well-functioning professional associations. Effective leadership is the first necessary ingredient in this holistic approach to capacity-building. Different types of leadership styles are required for different contexts and types of goals. For instance, a law enforcement or regulatory agency, which must standardize the interpretation of laws and regulations, may foster a more authoritarian leadership style than a policy shop which must utilize a more consensual leadership style to enable creativity and forward-thinking. Leaders can learn new ways of being effective that enable them to move beyond authoritarian and bureaucratic modes. Through shifting to a mode where skills and styles are focused on results, values and systems, the leader will achieve greater effectiveness in his or her role and gain legitimacy in the eyes of the public.

33. In capacity-building, a facilitator-leader is one of the most critical actors. Although not all leaders are born to be facilitators, the management style of a facilitator/leader can be learned: it is governed by principles of cooperation and trust, and supports the formation of alliances, partnerships, win-win solutions and ongoing organizational learning. As the facilitator-leader knows that a solution lies within the reach of the minds of the people concerned, he or she creates situations of interaction and dialogue conducive to the creation of a common mind and action plan. Such leaders have proved to be the pivotal force in the success of twinning as a sustainable capacity-building programme at the institutional level. Through twinning, facilitator-leaders have facilitated the forging of partnerships between organizations in developing and developed countries with similar remits. No longer do the experts with the technical knowledge travel to the recipient country to pass on their knowledge from top to bottom. Instead, an ongoing and interactive partnership is established locally, and the organizations as well as their new allies are nationally owned, thanks to facilitator-leaders' effective management style.

34. A facilitator-leader who can effectively engage in capacity-building and development is also perspectivist in that he or she relies on a systems view of the organization and its relationship to the environment. He or she is aware of the limitations of leadership and is concerned with integrity, flexibility, appropriateness and adaptability. Everyone in the organization is called upon to accept personal ownership and responsibility by having helped create and by having "bought in" to the vision, principles and mission of the organization. Each member of the team constantly assesses his or her own strengths and weaknesses, as well as those of the other team members, and strives for appropriate interaction. Such qualities and decision-making rationale can be instilled and passed on to current and would-be leaders not only through adequate training but also through participation in several community-stakeholder interactive dialogue schemes.

35. In addition to effective leadership, capacity-building at the individual public servant level requires the development by every public administration of a policy statement that defines how talent management will contribute to the achievement of its overall strategic objectives. Regardless of the specific human resources management strategy, that a Government chooses to adopt, it will need to provide professional human resources management support to the managers who make staffing decisions and develop career paths for public servants. The application of an integrated competence-based model can help develop career structures that employ a strategic mix of generalist and specialist functions. By promoting a consistent approach across all human resources management activities, the framework helps to ensure that personnel management contributes effectively to achieving the Government's objectives. Another integral part of strategic professional capacity development is a comprehensive incentives package that enables the public service to attract and retain talent. Adequate pay is widely considered a key factor in improving and sustaining the motivation, performance and integrity of public servants. Conversely, low salary levels result in absenteeism, alternative and additional employment, corruption and low productivity.

36. In terms of professional development, self-awareness and self-management are the foundation of individual capacity. If public servants are not aware of their professional strengths and weaknesses, then they cannot effectively perform their duties so as to serve the public good and be helpful to others. With self-awareness, one can begin to manage oneself for the benefit of others. Professional self-management includes management of one's time, relationships, moods, image and behaviour. Individual capacities of public administrators and servants should, where appropriate, be developed within various dimensions.

37. Individual public servants, from top leadership to front-line service providers, need to learn how to be creative, take risks, provide vision and observe professional standards of behaviour. If this does not occur, governance and public administration institutions will be impeded in achieving development objectives. Practical skills development for public servants is also essential. These skills, which encompass ongoing processes of learning by doing and reflection in action, include analysis, planning, budgeting, implementation, monitoring and reflection. Identifying appropriate training opportunities and providing access to various programmes will assist public servants in gaining the professional competencies needed to carry out their jobs.

38. The third important component of capacity development at the individual public servant level is the building of trust, dialogue and networking among public servants, and community organizations and individual citizens. Fostering consultation and cooperation among staff can also result in the formation of valuable social capital, and thereby contribute to more dynamic communications, knowledge-sharing and management within the public service. Such communication processes can be either facilitated or hindered by the existing institutional structures in the public sector. In traditional bureaucracies, for example, institutional structures and norms are often not conducive to effective communications or knowledge-sharing with clients or even among staff. Progressive and reform-minded organizations, on the other hand, use technology and incentives in addition to normal person-to-person exchange to encourage staff to consult with client groups, share knowledge, and collaborate with one another.

39. Finally, membership in active professional associations is essential to professional capacity-building. As there is a global shift towards a knowledge society, many public institutions are under growing pressure to behave like knowledge- and expert-based organizations. This will have implications for both individual capacity development and human resources management in the public service. Public agencies can greatly facilitate organizational learning in the public sector by developing an enabling environment that encourages staff to acquire, share and manage knowledge, to network and collaborate with colleagues and external partners, to document lessons learned and other tacit knowledge while constantly looking to the future, and to build up their skills in accordance with a competence-based capacity development framework.

40. Professional associations that regulate established professions, such as medicine, law and accounting, as well as functional communities of practice that involve multidisciplinary teams and core knowledge, such as those made up of development practitioners and even public administrators, can play a key role in promoting professional individual capacity. They can certify and license in respect of essential core knowledge, provide professional codes of conduct by which to regulate behaviour, and provide formal or informal mentoring arrangements among senior and junior members.

41. Recognition of the professionalism and knowledge of staff is central to the development of organizational learning in the public service. In traditional bureaucracies, the prestige and remuneration of staff are determined primarily by rank rather than by degree of professionalism or knowledge. This means that staff aspiring to senior positions may not have the competencies of knowledge leaders. On the other hand, organizations whose livelihood depends on knowledge generation and dissemination, such as universities, think tanks and consulting firms, generally place much greater emphasis on the development of mechanisms that recognize and reward innovation, professionalism, productivity and knowledge leadership of staff. Thus, capacity-building at the individual public servant level may emphasize the acquisition of knowledge, specialization and professionalism, which in turn feeds into more productive organizational functioning, and the operation of systems characterized by greater legitimacy and the greater adeptness of its members.

42. Gender mainstreaming and human rights-based approaches are also part of the skill set needed for public servants and administrators. Public servants can learn to

disaggregate by gender and ensure that women participate fully in an organization at all levels of decision-making. The human rights of members of an organization should also be constantly honoured and respect for those rights should be monitored. Interpersonal skills that enable people to listen deeply to each other and understand the meaning sometimes implicit in words, as well as accessible redress mechanisms, are also essential. Thus, leaders in capacity development not only must aim to move beyond diversity but should also be able to skilfully reintegrate gender, minority, disability and other challenges as strengths in organizations and teams.

III. Capacity development challenges of post-conflict reconstruction and crisis/disaster management

43. All countries face the common governance capacity development challenges of objectively assessing current capacities, making assessment participatory, overcoming resistance to change, shifting from risk-averse bureaucratic behaviour to innovation, retaining new capacities once developed, and accessing financial resources. However, post-conflict States and States managing crises and natural disasters have additional, reconstruction-related needs.

44. In both post-conflict and post-disaster countries, governance capacity challenges include relief of immediate suffering and the need to rebuild infrastructure, design new analytical and planning systems, and prevent and prepare for future disaster. These countries also need to catalyse partnerships among stakeholders, strengthen community participation, decentralize disaster management, reduce poverty, improve human security and promote gender equality, and pay greater attention to climate change, both present and future. Most importantly, countries emerging from crises need to restore the legitimacy and credibility of government in order to create a basis for trust, reconciliation (in cases of conflicts) and, ultimately, national cohesion.

45. While the specifics of re-creation and social mobilization efforts need to be tailored to the special circumstances of a post-conflict country, there are key components that must be incorporated if systems strong enough to withstand the strains of reconstruction and avert a return to conflict are to be established. Two parallel goals must be pursued: (a) to ensure the creation by high-level policymakers of a new (and what may sometimes turn out to be a diametrically different) approach and skills set for the participatory re-creation of key governance systems involving all stakeholders and (b) to undertake the decisive and strategic actions that will instil in the general populace renewed trust in the leadership, including the belief that the new systems are legitimate and inclusive and practise neither favouritism nor discrimination. The outcomes of these decision-making processes may be enshrined in a new constitution, outlining a fair sharing of powers, securing human rights, and giving shape to the State and its public administration, in general terms.

46. It is clear that there is no single action or measure that can generate trust and the consequent national cohesion. However, experience has shown that a careful mixture of conceptual and operational policy measures are key to ensuring that Governments rebuild their most critical capacities so as to deal with the disputes and conflicts that inevitably arise in the push to re-establish government institutions.

47. Serious and sustained interventions towards collaborative leadership development and decision-making for former antagonists are a sine qua non with respect to creating a conducive environment for negotiating the optimal non-conflictual structural foundations upon which governance systems can be built. This requires a long-term investment in targeted process interventions in leadership, negotiations and trust-building for a select group of 100-200 individuals from across the political and sectoral spectrum. Political leaders are notorious for engaging in negotiations that have the outward appearance of power-sharing, but that in fact just create divisions and establish the conditions conducive to continuous partisan manoeuvring. Creating new grounds for dialogue between former antagonists is one of the fundamental prerequisites for negotiating truly principled win-win governing arrangements. Such process interventions designed to build trust, dialogue and sincere working relationships take one to two years to develop, and so must be accompanied by many intermediate operational steps needed to form interim structures and keep them functioning and Governments running while longer-term decisions are being made.

48. For the general populace, a structured and graduated series of grass-roots level consultations need to be organized to determine the physical and social post-conflict needs of the many stakeholders and develop the most conducive approaches to addressing those needs. Such national consultative processes as have extended beyond the local level to inform national-level policymaking have demonstrated the effectiveness and "rootedness" of such practices which ensure that populations actually believe that their leadership have taken account of their voiced concerns and are working towards the greater common good.

49. Given the daunting and diverse responsibilities that rest on the shoulders of the public service in a post-conflict environment, policymakers and practitioners working in post-conflict recovery must ensure: (a) that the public service is reconstituted in inclusive, transparent ways; (b) that the public service is adequately prepared and resourced to undertake essential tasks; and (c) that the public servants themselves, and the citizens they serve, are made an intrinsic part of the participatory change process so that it can be a transformative process, and one that allows them to become the most effective contributors to, and champions of, their country's recovery.

50. As regards its composition and functioning, the public service constitutes a microcosm of the society in terms of its overall recovery and mirrors the larger governance environment. Thus, a representative, merit-based, service-oriented public service can provide a model for participation, inclusive decision-making, reconciliation and social cohesion, and proactive peace-building. There are four main areas where public service functioning and performance are key to changing attitudes and rebuilding societal trust. Public service can be most instrumental in building trust after crisis by: (a) engaging in internal capacity-building in order to be able to undertake the required tasks; (b) sustaining/improving service delivery; (c) acting transparently in terms of how it is constituted and in the discharge of its duties; and (d) engaging in its work in a participatory, decentralized manner so that local government officials have sufficient autonomy to respond appropriately to specific conditions.

51. Capacity-building is a continuous and permanent process in as much as goals, innovations, technologies and required governance, administration and professional

skills are constantly changing. Post-conflict situations characterized by the rebuilding of public service do not therefore represent the only context within which capacity-building activities can and should be undertaken to manage crisis and post-crisis. It is equally, if not more important to engage in capacity-building towards the prevention of, and the preparedness for, crisis before it actually strikes. This is also true for management of a disaster, which can be defined as a serious disruption of the functioning of a community or a society, causing widespread human, material, economic and environmental losses and exceeding the ability of the affected community or society to cope using its own resources.

52. Management and reduction of disaster risks have become one of the core development activities and concerns in capacity development processes in recent years. Disaster risk management, in contrast with post-conflict reconstruction, precedes the onset of an expected crisis in the form of a pandemic, tsunami, flood, cyclone, earthquake, drought or other calamity originating from the environment and/or environment-related sources. As such, disaster risk management is a systemic process of using administrative decisions, organization, operational skills and capacities to implement policies, strategies and community-based programmes of action to lessen the impacts of natural hazards and related environmental and technological disasters.

53. Disaster risk management comprises four phases, each of which is associated with distinct yet interdependent processes of policymaking: (a) assessment of priorities and mitigation, (b) preparedness, (c) early warning and (d) rehabilitation. Assessment of priorities and mitigation refers to the evaluation and identification of vulnerable areas and groups through an analysis of risk perception. Risk perception analysis factors in data derived from variables and indicators such as shifting patterns in land-use, urban and suburban development trends, environmental degradation, and climate change. Areas with high-density populations, poverty, high income disparity and inadequate structures are those prone to disaster. The poor, women and children, and the elderly are social groups that suffer most in the event of a disaster.

54. In the second (preparedness) phase of disaster risk management, response and infrastructure plans are developed through a multi-hazard approach. The multi-hazard approach refers to the mainstreaming of disaster risk reduction policies into development policies. By building the capacity of local and national Governments to legislate, plan and implement the necessary measures concerning the social protection of the poor, the safe and adequate building and construction of sites and infrastructures, the protection of the environment and the mitigation of the effects of climate change, the consequences of expected disasters can be mitigated. Finally, in the response and recovery phases, already developed action plans based on previous needs assessments are put into practice, followed by the relevant monitoring and evaluation systems of post-disaster recovery processes. Like the two previous phases, the final recovery phase is also based on the active participation of communities in the planning and implementation of plans of action, since it is the since local populations who best know their needs and challenges.

55. Local and national Governments can also streamline disaster management into development policies through their direct support of clean sustainable development and by directly including climate change in policymaking. Towards that end, environmental awareness must be built and raised vis-à-vis the production,

consumption and monitoring of clean and renewable energy sources in ways that are attentive to ozone layer depletion and deforestation. Due regard should also be given to carbon emissions and innovative recycling incentives and strategies. Making sure that adequate education on climate change and environment is introduced early on in school curricula is one of the most important steps towards the building of environment-friendly cultures. On the economic plane, it is crucial to plan and implement growth strategies that are less polluting, including adequate regulatory frameworks revolving around new taxation policies as well as alliances with the private sector on industrial and investment strategies and methodologies, including those geared towards the scaling up of programmes and activities to leverage clean development. Finally, the third dimension of mainstreaming climate change into development agendas entails social policymaking, for instance, by putting emphasis on the risks faced by the most vulnerable and the less empowered social groups and countries in the context of pursuing sustainable development.

56. Experience has shown that traditional methods of organization for critical decision-making will not suffice in the case of a catastrophic breakdown. In the immediate aftermath of a disaster, an effective response will depend on the adaptive behaviour of citizens, front-line workers and middle managers. The new paradigm for disaster management thus includes a shift from centralized and reactive emergency relief programmes to locally owned and proactive risk reduction strategies. The new paradigm includes tools and modalities such as disaster research and training, inclusive finance techniques such as microfinance disaster preparedness schemes and disaster loan funds, gender-specific disaster management policies, evacuation techniques, technicalities of dissemination of information through forecasts to endangered areas, establishing command centres and integrating post-disaster care, etc. In this regard, capacity-building becomes paramount for three reasons. It is essential: (a) for mainstreaming disaster risk reduction into local governments' annual and medium-term development plans, (b) for raising awareness among the executive and the legislative branches of government on the importance of disaster risk reduction, including indigenous knowledge, gender issues and other social aspects of risk management and (c) for promoting cooperation and coordination among all relevant stakeholders engaged in humanitarian affairs.

IV. Recommendations

57. **It is clear that building governance and public administration capacities for reaching the Millennium Development Goals requires countries to address the six priority areas identified by the Committee in 2002, as outlined in paragraph 2 above. What is also clear to the Committee as its work in capacity development deepens is that effective governance and improved public administration, particularly in post-conflict and post-crisis/disaster situations, involve systems-level capabilities of designing governance institutions, reforming their processes and developing new patterns of interaction. Organizationally, capacity-building focuses on the establishment and development of effective networks, teams and functional communities. Fostering an enabling organizational culture and the creation and harnessing of synergy among group members become the major areas of interest in ensuring that organizations are fully operational, capable and legitimate. On the**

individual level, enhancing the professional capabilities of public servants requires leadership, career development and professional human resources management, responsiveness to community organizations and individual citizens and well-functioning professional associations.

58. **This holistic approach to capacity-building towards the successful implementation of the internationally agreed goals of sustainable development, including the Millennium Development Goals, is intrinsically context-driven. What works in one locality might not work in another. Post-conflict, post-crisis and post-disaster situations complicate matters. In consequence, the path-driven history of institution-building, the history of ideas on development, and the commonalities and differences among communities making up a nation should all be taken into account by effective leaders and public administrators.**

59. **The following is a list of recommendations on capacity development in governance and public administration:**

For Member States:

60. **As they are halfway towards the deadline of 2015 for achieving the Millennium Development Goals as set in the United Nations Millennium Declaration, and implementing other internationally agreed development goals, Member States need to continuously take stock of their progress, including governance and public administration capacity development needs. In addition to continuing to address the six priority areas identified by the Committee in 2002, Member States should invest heavily in:**

(a) **Strengthening governance and public administration through a holistic approach to systems', organizational and individual capacity needs;**

(b) **Dialogue with civil society, including multi-stakeholder inclusion and participation, for equity and empowerment in development processes;**

(c) **Addressing additional capacity development needs of post-conflict and post-disaster situations, including capacities for prevention;**

(d) **Judicious management of material and environmental resources, particularly in light of present and future climate change;**

(e) **Orienting donor partners towards understanding the unique politico-economic and sociocultural environment of beneficiary countries.**

For the Economic and Social Council

61. **At the high-level segment of its 2008 substantive session, the Council should:**

(a) **Highlight governance and public administration capacity development needs of Member States in implementing the international development agenda, including the Millennium Development Goals;**

(b) **Incorporate this dimension during the annual ministerial review of progress of Member States in reaching the internationally agreed goals pertaining to sustainable development. The Council may wish to better**

integrate the governance and public administration capacity development dimension in its deliberations on the peace-development nexus.

For the United Nations Secretariat

62. **The Secretariat may consider:**

(a) **Reorienting its work on capacity-building so as to focus more strategically on strengthening governance and public administration for the purpose of achieving Millennium Development Goals;**

(b) **Focusing on assisting post-conflict countries with reconstruction of governance and public administration in the next *World Public Sector Report*, including lessons learned and capacity-building needs;**

(c) **Issue a policy brief on the same;**

(d) **Develop and scale up other analytical and capacity-building tools in the area of governance and public administration for the purpose of assisting those Member States that are lagging behind in achieving the Millennium Development Goals.**

V. Conclusion

63. **Member States, the Economic and Social Council and the United Nations Secretariat can all participate more effectively and efficiently in capacity-building in the governance and public administration systems of developing countries — particularly those in crisis, post-conflict and post-disaster situations — if they understand that capacity-building today entails more than institution-building and more even than institutional and organizational development. Capacity-building entails both of these undertakings, and unfolds within the context of a country's unique and larger vision of a sustainable development framework. Furthermore, institution-building, organizational strengthening and individual professional development may be seen differently by the various parties involved in the reform process. Hence, it is essential that issues of interpretation by all the actors involved be explored early on in the assessment process so that differences in expectations can be managed, and all views can be included in the design of capacity-building and development projects and processes.**

64. **The systems-level, organizational and individual components of capacity-building and development as perceived through holistic and context-driven lenses are the primary means of promoting and instilling sound governance practices and effective public administration reform. All rational-strategic, organizational learning, and individual self-realization means of capacity-building can best be harnessed and applied interchangeably in given contexts within the framework of the partnership and continuous learning of all the parties involved.**

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Compendium of basic United Nations terminology in governance and public administration

Compendium of basic United Nations terminology in governance and public administration

Summary

At its sixth session, the Committee of Experts on Public Administration expressed appreciation to the Chair and the members of the working group on basic United Nations terminology in governance and public administration for its preliminary report and for proposing options for developing a glossary, its nature, structure and content, as well as an annex containing some of the terms to be included. It also welcomed the support of the Terminology and Reference Section of the Department for General Assembly and Conference Management, stating that the glossary was a very important initiative which would remain the legacy of the Committee and could be completed before the expiration of its mandate in 2009.

The Committee agreed that, with the support of the Secretariat, it would finalize the list of terms to be presented at its forthcoming session, which would serve as a basis for subsequent work. Working with various United Nations offices, the Secretariat checked the preliminary list presented by the working group at the fifth session of the Committee against terms commonly used in United Nations official documents and resolutions. This paper also offers a framework for discussion on how to proceed in defining the selected terms in the glossary by providing internationally recognized definitions for three commonly used terms, i.e., e-government, globalization and governance.

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I. Introduction

1. At its sixth session, the Committee of Experts on Public Administration expressed appreciation to the Chair and the members of the working group on United Nations terminology in governance and public administration for its preliminary report and for proposing options for developing a glossary,[1] its nature, structure and content, as well as providing an annex containing some of the terms to be included. It also welcomed the support of the Terminology and Reference Section of the Department for General Assembly and Conference Management, stating that the glossary was a very important initiative which would remain the legacy of the Committee.

2. The working group was established during the fifth session of the Committee, under the chairmanship of Mario P. Chiti. Its mandate is to prepare a glossary of basic terminology used in the United Nations, to be presented and approved before the mandate of the Committee expires in 2009. Subsequently, a technical publication containing the glossary will be issued by the Secretariat.

II. Character and scope of the glossary and phasing of work

3. The character and scope of the glossary proposed in the working group's preliminary report were discussed at the Committee's sixth session. The Chair argued that, while attempts made by other institutions at such a glossary had been mostly of a linguistic or technical character, the initiative by the Committee had a conceptual approach.[2]

4. The working group proposed that the glossary be included in a United Nations publication, of a non-binding legal nature, aimed at providing the Member States and all other interested parties with a common definition of the basic terms and concepts used in United Nations documents on governance and public administration. There are two uses for such a glossary: to improve the clarity of the intergovernmental deliberations of the United Nations itself; and to assist Member States to better implement United Nations resolutions (E/C.16/2007/4, para. 7).

5. It was proposed that the glossary start with the definition of terms mostly "used in (a) United Nations documents and (b) in the international arena. To be practical, the Chair suggested that the first draft of the glossary be in English. The glossary could be an official United Nations document and 'open', as it was a work in progress, subject to periodical revisions, enlargements and permanent review of its contents. The work would be carried out by the members of the Committee with the support of the Department of Economic and Social Affairs and with linkages to other institutions working in similar areas".[3]

6. Committee members concurred that the challenge of producing such a glossary made it important to start small and build on success. The task should be continuous, and the glossary should proceed gradually from the most widely used

[1] A glossary is a list of terms in a particular domain of knowledge with the definitions for those terms. A compendium is a concise yet comprehensive compilation of a body of knowledge.

[2] *Official Records of the Economic and Social Council, 2007, Supplement No. 24* (E/2007/44), chap. III, para. 35.

[3] Ibid., para. 36.

terms, contested or accepted by all. While acknowledging the diversity, it was also important to keep a certain degree of homogeneity and use the glossary as a bridge between cultures.[4]

7. It was also agreed that while English should be used at the start, concepts as understood in other languages could be developed and eventually even enrich the English language itself. The Committee welcomed the initial translation of the glossary to the other five United Nations languages, with the option of translating it into as many languages as possible at a later stage. For the purpose of cross-fertilization, it would be important to include concepts that did not just originate from the Anglo-Saxon culture, but also from African and Asian concepts and from the French language.[5]

8. Finally, the Committee agreed that the working group should:

(a) Continue its work;

(b) Collaborate with the Terminology and Reference Section and other external bodies, such as the International Institute of Administrative Sciences and other offices of the United Nations that are involved in similar work and those that were in a position to provide support to the working group, such as the International Annual Meeting on Computer-Assisted Translation and Terminology;

(c) Select model C,[6] which combined the advantage of simplicity with additional reference materials;

(d) Be pragmatic and start small.[7]

Model C featured a shortened definition and links to other terms, augmented by reference materials posted on the website of the Department of Economic and Social Affairs.

III. Process for proposing terms for inclusion in the glossary

9. According to the plan proposed, the Committee would have an ample list of terms on governance and public administration by the end of 2007, arrived at through the contribution of the working group members (and of the Committee itself, at its sixth session) and Secretariat staff. Such a list of terms will be the basis of the working group proceedings in the following year, to be discussed at the seventh session of the Committee (E/C.16/2007/4, para. 18).

10. Based on the working group recommendation to finalize the list of suggested terms for the glossary before the seventh session of the Committee and to check them against the list of terms commonly used in official documents and resolutions in the United Nations (E/C.16/2007/4, para. 17), the Secretariat contacted other relevant offices in the United Nations for assistance with such a list.

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[4] Ibid., para. 39.

[5] Ibid., para. 4.

[6] The Chair of the working group on terminology proposed three models at the fifth session of the Committee of Experts (see E/C.16/2007/4).

[7] *Official Records of the Economic and Social Council, 2007, Supplement No. 24* (E/2007/44), chap. III, para. 42.

11. After consulting the Terminology and Reference Section[8] of the Department for General Assembly and Conference Management, the Secretariat was advised that there was no list that identifies the most frequently used terms in the field of governance and public administration, although many of those terms may be found in the United Nations multilingual terminology database entitled UNTERM (http://unterm.un.org). This database, the product of the Terminology and Reference Section, contains more than 80,000 entries in the six official languages, compiled over more than three decades by staff members working with several different database systems. It serves as a core resource for translators, editors and verbatim reporters, and is also used by Department of Public Information staff and author departments. It contains cross-references and provides a list of related concepts for each term that is used in official United Nations documents. This database can be very useful to identify cross references; links to relevant websites; background information and the translation of most commonly used terms in the six official United Nations languages.

12. Since extensive research was required to produce the aforementioned list, the Secretariat also consulted the online thesaurus[9] of the United Nations Bibliographical Information System (http://lib-thesaurus.un.org, also accessible through http://www.un.org/documents/) created by the Dag Hammarskjöld Library, Department of Public Information. The thesaurus is multidisciplinary in scope, reflecting the wide-ranging concerns of the Organization. It contains the terminology used in subject analysis of documents and other materials relevant to United Nations programmes and activities (over 7,000 preferred terms). UNTERM is used as the subject authority of the United Nations Bibliographical Information System (http://unbisnet.un.org/) and has been incorporated as the subject lexicon of the United Nations Official Document System. The terms included are meant to reflect matters of importance and interest to the United Nations accurately, clearly, concisely and with a sufficient degree of specificity. Through its structure, the thesaurus displays relationships which generally establish the context of a given term. Under the main category "public administration", 49 terms related to public administration came up. There are other thesauri for public administration that can also be consulted.[10]

13. In order to compile a list of the most commonly used terms in governance and public administration in the United Nations, the Secretariat, through the Communications and Information Management Service of the Department of

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[8] The Section provides reference and terminology services for authors, drafters, editors, interpreters, translators and verbatim reporters. It develops terminology databases that are available to users within the United Nations system and to the general public (also see: http://www.un.org/Depts/DGACM/functions_ted.html).

[9] A thesaurus is a highly structured list of expressions intended to represent the conceptual content of documents. It consists of preferred terms; non-preferred terms and semantic relationships.

[10] United Nations Interregional Crime and Justice Research Institute: http://www.unicri.it/wwk/documentation/thesaurus.php?nm_=public+administration&submit=SEARCH
International Labour Organization: http://www.ilo.org/public/libdoc/ILO-Thesaurus/english/tr161.htm
United Nations Educational, Scientific and Cultural Organization: http://databases.unesco.org/thesaurus/wwwi32.exe/[in=affiche.in]/
World Bank: http://www.multites.com/cgi-bin/mtw.exe?k=U39NZLWB&l=60&linkType=term&w=2676&n=1&s=5&t=2

Economic and Social Affairs, provided information technology support and guidance in checking the list prepared by the working group against most commonly used words in the field of governance and public administration in official United Nations documents.

14. To facilitate a comprehensive search of terms within significant United Nations official documents related to public administration, the Secretariat searched the Official Document System of the United Nations[11] (ODS) for a subset of the most representative United Nations resolutions on public administration, reports of the Secretary-General on Public Administration, as well as reports and background papers of the Committee of Experts in Public Administration. On the basis of this documentation, the Communications and Information Management Service extrapolated the frequency of use of the terms proposed by the working group. Electronic versions of the documents were converted to text and n-grams[12] of sizes 1 to 4 were calculated. Then, the terms from the original proposed list (E/C.16/2007/4) were normalized and matched against the resulting n-grams lists. The matching terms with their total occurrence counts were extracted. The ranking of the frequency of use is contained in a list hereby attached in annex I.

15. The Secretariat also conducted full-text searches in the Official Document System for each of the terms in the proposed list of the working group, thereby verifying how many United Nations documents contain each word or phrase (see annex II).

16. A search of the frequency of the words used in all official documents in the United Nations was conducted using the Translation Services document search interface (see annex III). A list of proposed terms for the glossary was prepared by combining any word in annex III, that appears more than 100 times, plus any word in annex II that appears in more than 100 documents and any word in annex I which appears more than 50 times (see annex IV). The members of the Committee may decide to restrict the number of terms for the glossary by changing the parameters used in combining the three lists (e.g., any word that appears more than 50 times, etc.).

IV. Proposed working modalities for the finalization of the glossary of basic terms in governance and public administration

17. The Chair of the working group on terminology suggested that if each member of the Committee would elaborate three or four terms, quite a number of terms could be ready for review and decision by the next session of the Committee. The present

[11] The Official Document System of the United Nations is a full-text retrieval system for United Nations documents and official records, and it offers two main search areas: "United Nations Documents" and "resolutions". The "United Nations documents" area gives access to the formally published parliamentary documents of the United Nations (i.e., with masthead denoting the name of the body and document symbol) in all six official languages (Arabic, Chinese, English, French, Russian and Spanish).

[12] An n-gram is a sub-sequence of n-items from a given sequence, such as adjacent words in a sentence; n-grams are used in various areas of statistical natural language processing.

task could be completed even before the mandate of the Committee expires in 2009.[13]

18. To facilitate coordination and ongoing discussion among the Committee members working on selected definitions, the Secretariat could make available an online forum hosted on the United Nations Online Network in Public Administration and Finance where each member could post his or her definitions and exchange feedback with the other members between sessions.

V. Preliminary framework from which standard definitions can be derived: a few terms for discussion

19. In order to support the Committee in its discussions on how to arrive at specific definitions of terms, the Secretariat has compiled a few definitions for selected terms in governance and public administration, taking advantage of the information gathered from the various United Nations databases. The purpose of these definitions is to provide a basis from which the members of the Committee can elaborate and concisely formulate a standard definition of the selected terms for the glossary, and to provide some suggestions on how the United Nations online databases[14] can be used in this endeavour. The terms and related definitions are included in annex V.

20. In compiling the definitions for each term, the Secretariat searched for various definitions of the same term from multiple, internationally recognized sources. The list of definitions is by no means exhaustive, nor does it necessarily contain the most significant or authoritative definitions.

21. The terms selected are widely used in the United Nations, yet are subject to various interpretations. They include: e-government, globalization and governance. For each term, a definition used in a major United Nations publication, as well as the translation of each term into the six United Nations official languages have been added when possible (the latter with a view to the possible future translation of the glossary into additional languages, in particular).

22. The ambitious task of developing a systematic glossary, even if open and a work in progress, cannot be achieved by a limited number of people working on a part-time basis. The Committee needs to decide whether the working group should be entrusted with the task of developing each definition or should review preliminary work done by the Secretariat.

23. In this respect, the following steps could be taken:

(a) The number of terms for inclusion in the glossary could be selected based on the two lists provided in annex IV to the present paper;

(b) A list of authoritative definitions for each term could be compiled through Internet searches and searches of other available reference material;

(c) The glossary for each term definition could then be elaborated by deciding:

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[13] *Official Records of the Economic and Social Council, 2007, Supplement No. 24* (E/2007/44), chap. III, para. 35.

[14] All online United Nations databases mentioned are accessible to the public at: http://www.un.org/documents/ and other websites previously indicated.

(i) To choose one of the existing definitions;

(ii) To combine elements from existing definitions;

(iii) To produce a new definition;

(d) The United Nations thesaurus could be consulted for the related terms (see para. 13) and UNTERM (see para. 12) could also be consulted;

(e) The proposed online forum for the working group on terminology could be used to share information and reach a consensus on the various definitions. Threads could be created for each term in order to post related comments or suggestions on changes to be made.

Annex I

Frequency of use (in descending order) of selected terms[a] in a subset of United Nations official documents[b] representative of the field of governance and public administration

Term	*Frequency of use*
public administration	1 571
governance	1 015
public sector	724
innovation/s	443
public service	376
civil society	283
developing countries	247
governance and public administration	224
human resources	180
transparency	163
e-government	153
good governance	144
decentralization	129
democracy	104
sustainable development	76
public management	74
globalization	73
reinventing government	70
ethics	70
public services	69
rule of law	54
best practices	47
citizen participation	43
diversity	42
sustainability	36
public policy	34
regulations	33
empowerment	33
human capital	30
new public management	27
public administrations	23
local governance	22

[a] The terms have been taken from the preliminary list of the working group on terminology.
[b] See para. 15.

Term	*Frequency of use*
information society	22
restructuring	21
e-governance	20
non-governmental organizations	18
public sector reform	16
competitiveness	16
policy analysis	15
regulation	12
learning organization	12
civil service reform	11
property rights	10
best practice	9
performance management	8
global governance	8
digital divide	8
centralization	8
gender equality	7
competency	7
change management	7
e-government readiness	6
corporate governance	6
subsidiarity	5
public sectors	5
performance measurement	5
mobile government	5
management reform	5
learning organizations	5
knowledge-based society	5
discrimination	5
public policymaking	4
policy implementation	4
personnel management	4
e-democracy	4
deregulation	4
benchmarking	4
administrative reform	4
welfare state	3
public service reforms	3
public service reform	3
public sector reforms	3

Term	*Frequency of use*
public integrity	3
policy formation	3
performance indicators	3
management reforms	3
g-governance	3
administrative reforms	3

Annex II

List of the number of documents in the Official Document System that contain each of the terms in the proposed list of the Committee of Experts on Public Administration working group on terminology, in descending order of frequency

Term	*Number of documents*
accountability	1 000[a]
administrative (public law)	1 000
affirmative action	1 000
arbitration	1 000
best practice	1 000
civil service	1 000
civil society	1 000
competitiveness	1 000
conflict resolution	1 000
decentralization	1 000
democracy	1 000
deregulation	1 000
developing countries	1 000
digital divide	1 000
discrimination	1 000
diversity	1 000
economic exploitation	1 000
ecosystem	1 000
empowerment	1 000
entitlement	1 000
ethics	1 000
gender	1 000
gender equality	1 000
globalization	1 000
good governance	1 000
governance	1 000
human capital	1 000
human resources development	1 000
human resources management	1 000
impasse	1 000
inflation and deflation	1 000
information society	1 000
innovation/s	1 000
intellectual property rights	1 000

Term	*Number of documents*
international financial system	1 000
non-governmental organizations	1 000
participation	1 000
policy evaluation	1 000
property rights	1 000
public administration	1 000
public body	1 000
public policy	1 000
public relations	1 000
public sector	1 000
public service	1 000
regulation	1 000
restructuring	1 000
right to work	1 000
rule of law	1 000
sexual harassment	1 000
sustainability	1 000
sustainable development	1 000
transparency	1 000
competency	981
downsizing	933
devolution	932
management reform	855
policy implementation	835
benchmarking	826
personnel management	805
local governance	720
corporate governance	707
mentoring	687
competition law	678
performance management	668
public-private partnership	667
global governance	638
multiculturalism	581
administrative reform	570
centralization	460
change management	458
citizen participation	439
public management	429
subsidiarity	428

Term	*Number of documents*
lifelong learning	404
electronic government	403
performance measurement	341
non-profit organization	294
civil service reform	291
public sector reform	276
fiscal deficit	269
regulatory reform	236
welfare state	229
federalism	213
electronic governance (e-governance)	190
governance and public administration	184
performance indicator	163
gender budgeting	162
local autonomy	154
government reform	149
administrative decentralization	147
public service delivery	126
global competitiveness	115
knowledge-based society	103
reinventing government	101
public enterprise or corporation	100
structural unemployment	100
executive agency	98
gender budget	94
competency assessment	87
policy analysis	86
learning organization	84
regional governance	83
diseconomies	69
public service reform	66
re-engineering	65
State-owned enterprise	65
new governance	64
public-private sector partnerships	51
progressive taxation	44
political decentralization	45
intergovernmental relations	44
responsive governance	39
competency framework	34

Term	*Number of documents*
black economy	32
new public management	32
external economies	30
financial decentralization	29
international financial relations	29
diversity management	26
governance (administrative)	21
performance-related pay	21
public values	20
trade discrimination	20
virtual State	20
knowledge divide	18
wage subsidy	17
public integrity	16
mercantilism	15
performance agreement	14
e-government readiness	13
strategic human resources management	11
co-governance	10
public union	10
quango or non-departmental public body	8
mobile government	6
keynesianism	4
balanced score card	3
competitive government	2
logrolling	2
managerialism	2
policy marketing	2
political marketing	2
agencification	1
agenda setting and policy formation	1
capture theory	1
outcomes-oriented budgeting	1
performance charter/pledge	1
public customer relationship management	1
public virtue	1
result-oriented/driven government	1

[a] The entry "1,000" denotes "over 1,000 entries". When documents are searched in ODS, the maximum number of responses provided is 1,000. The terms "accountability" and "public service delivery" have been added to the list owing to their frequency.

Annex III

Frequency (total number of times) each term appears in all United Nations documents (searched through Translation Services document search interface)

	Global	
Term	*Total frequency*	*Percentage*
developing countries	118 676	12.33
gender	110 921	11.52
discrimination	74 038	7.69
sustainable development	67 290	6.99
regulation	66 548	6.91
non-governmental organizations	53 963	5.61
civil society	42 995	4.47
governance	35 037	3.64
federalism	34 635	3.60
human resources	31 861	3.31
gender equality	28 913	3.00
democracy	23 865	2.48
globalization	21 138	2.20
rule of law	19 088	1.98
transparency	18 408	1.91
diversity	15 589	1.62
best practice	12 241	1.27
empowerment	10 704	1.11
competitiveness	9 072	0.94
public administration	9 010	0.94
sustainability	8 926	0.93
good governance	8 636	0.90
restructuring	8 118	0.84
ecosystem	7 627	0.79
public sector	6 894	0.72
inflation	6 842	0.71
entitlement	6 721	0.70
benchmarking	6 079	0.63
public service	6 064	0.63
innovation	5 846	0.61
decentralization	5 562	0.58
arbitration	5 244	0.54
competency	5 113	0.53
information society	4 769	0.50

Term	Global	
	Total frequency	*Percentage*
international relations	4 570	0.47
managerialism	4 120	0.43
public policy	3 964	0.41
ethics	3 832	0.40
sexual harassment	3 435	0.36
conflict resolution	3 320	0.34
property rights	3 312	0.34
digital divide	2 318	0.24
right to work	2 098	0.22
policy analysis	1 737	0.18
management reform	1 705	0.18
affirmative action	1 673	0.17
downsizing	1 668	0.17
public-private partnership	1 559	0.16
performance management	1 490	0.15
impasse	1 368	0.14
performance indicator	1 364	0.14
mentoring	1 361	0.14
multiculturalism	1 312	0.14
international system	1 265	0.13
local governance	1 249	0.13
human capital	1 100	0.11
personnel management	1 091	0.11
e-government	803	0.08
change management	720	0.07
non-profit organization	709	0.07
administrative law	701	0.07
devolution	693	0.07
global governance	669	0.07
corporate governance	595	0.06
public relations	588	0.06
governance and public administration	521	0.05
policy implementation	488	0.05
citizen participation	466	0.05
performance measurement	466	0.05
administrative reform	454	0.05
public body	444	0.05
economic exploitation	425	0.04
deregulation	385	0.04

	Global	
Term	*Total frequency*	*Percentage*
gender budget	369	0.04
gender budgeting	369	0.04
public management	351	0.04
e-governance	280	0.03
lifelong learning	273	0.03
fiscal deficit	268	0.03
public sector reform	267	0.03
public enterprise	233	0.02
reinventing government	231	0.02
civil service reform	218	0.02
competition law	218	0.02
subsidiarity	204	0.02
performance pay	201	0.02
centralization	199	0.02
competency assessment	198	0.02
deflation	178	0.02
State-owned enterprise	174	0.02
government reform	158	0.02
regulatory reform	142	0.01
competency framework	126	0.01
welfare state	118	0.01
knowledge-based society	111	0.01
mercantilism	94	0.01
policy evaluation	91	0.01
public corporation	82	0.01
learning organization	79	0.01
executive agency	65	0.01
regional governance	64	0.01
global competitiveness	63	0.01
administrative decentralization	60	0.01
local autonomy	59	0.01
new public management	58	0.01
policy formation	55	0.01
performance agreement	42	0.00
public service reform	40	0.00
public-private sector partnerships	38	0.00
new governance	36	0.00
responsive governance	29	0.00
administrative governance	26	0.00

	Global	
Term	*Total frequency*	*Percentage*
agenda setting	24	0.00
electronic government	24	0.00
structural unemployment	23	0.00
knowledge divide	21	0.00
re-engineering	20	0.00
e-government readiness	19	0.00
political decentralization	19	0.00
progressive taxation	19	0.00
public values	19	0.00
wage subsidy	14	0.00
mobile government	13	0.00
public integrity	13	0.00
diversity management	13	0.00
financial decentralization	13	0.00
keynesianism	13	0.00
intergovernmental relations	12	0.00
co-governance	11	0.00
balanced score card	8	0.00
non-departmental public body	7	0.00
policy marketing	7	0.00
black economy	5	0.00
virtual state	5	0.00
external economies	3	0.00
performance charter	3	0.00
competitive government	2	0.00
public customer	2	0.00
logrolling	1	0.00
political marketing	1	0.00
public union	1	0.00
world competitiveness	1	0.00
Total	**962 674**	**100.00**

Annex IV

Proposed list for the glossary of most frequently used terms, compiled by combining any word in annex III that appears more than 100 times, plus any word in annex II that appears more than 100 times, plus any word in annex I that appears more than 50 times

administrative decentralization
administrative law
administrative reform
affirmative action
arbitration
benchmarking
best practices
centralization
change management
citizen participation
civil service reform
civil society
competency
competency assessment
competency framework
competition law
competitiveness
conflict resolution
corporate governance
decentralization
deflation
democracy
deregulation
developing countries
devolution
digital divide
discrimination
diversity
downsizing
economic exploitation
ecosystem

e-government
electronic governance (e-governance)
empowerment
entitlement
ethics
federalism
fiscal deficit
gender
gender budgeting
gender equality
global competitiveness
global governance
globalization
good governance
governance
governance and public administration
government reform
human capital
human resources
impasse
inflation
information society
innovation
international relations
international system
knowledge-based society
learning organization
lifelong learning
local autonomy
local governance
management reform
managerialism
mentoring
multiculturalism
new public management
non-governmental organizations
non-profit organization
performance indicator

performance management
performance measurement
performance pay
personnel management
policy analysis
policy implementation
property rights
public administration
public body
public enterprise
public management
public policy
public relations
public sector
public sector reform
public service
public service delivery
public-private partnership
regulations
regulatory reform
reinventing government
restructuring
right to work
rule of law
sexual harassment
State-owned enterprise
structural unemployment
sustainability
sustainable development
transparency
welfare state

Annex V

Definitions of selected terms in governance and public administration taken from UNTERM database and UNBIS thesaurus (globalization, governance and e-government)

Globalization

Language	*Term*[a]	*Related term*[b]
English	Globalization	Interdependence International relations Internationalism International competition International Division of Labour Digital Divide
French	1. mondialisation; 2. globalisation	
Spanish	mundialización (Naciones Unidas), globalización (el resto del Universo)	
Russian	глобализация	
Chinese	全球化	
Arabic	عولمة	

[a] *Source*: UNTERM database.
[b] *Source*: UNBIS thesaurus.

1. Globalization is increased global integration and interdependence. It has a multidimensional character: economic, political, social and cultural. It is characterized by unprecedentedly rapid flows of goods and services: private capital; circulation of ideas and tendencies; and the emergence of new social and political movements (Division for Public Administration and Development Management, Department of Economic and Social Affairs, *World Public Sector Report 2001* (New York, 2001)).

2. The process through which an increasingly free flow of ideas, people, goods, services and capital leads to the integration of economies and societies. Major factors in the spread of globalization have been increased trade liberalization and advances in communication technology (IMF Glossary, http://www.imf.org/external/np/exr/glossary/, accessed 2007).

3. Globalization describes the growth in international exchange and interdependence. With growing flows of trade and capital investment, there is the possibility of moving beyond an international economy (where "the principle entities are national economies") to a "stronger" version — the globalized economy in which "distinct national economies are subsumed and rearticulated into the system by international processes and transactions" (Hirst and Peters (1996), as quoted in Jan Aart Scholte, *Globalization: A Critical Introduction* (London: Palgrave, 2000)).

4. Globalization can be defined as universalization. In this use, "global" is used in the sense of being "worldwide" and "globalization" is "the process of spreading various objects and experiences to people at all corners of the earth". A classic example of this would be the spread of computing, television etc. (World Bank, *World Development Report 1998/99: Knowledge for Development*, Washington, D.C., 9 August 1999, http://www.worldbank.org/wdr/wdr98/contents.htm).

* * *

Governance

Language	*Term*[a]	*Related term*[b]
English	governance	Accountability Civil Society Community participation Corporate governance E-Government Leadership Political participation Popular participation Public administration Security sector reform
French	gouvernance	
Spanish	gestión de los asuntos públicos; ejercicio del poder; política de buen gobierno; gobernabilidad, gobernanza	
Russian	администрация; управление; руководство; власть	
Chinese	施政	
Arabic	قرادإلا ؛ةمكحلا	

[a] *Source*: UNTERM database.
[b] *Source*: UNBIS thesaurus.

1. The exercise of political, economic and administrative authority in the management of a country's affairs at all levels. Governance is a neutral concept referring to the complex mechanisms, processes, relationships and institutions through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences (UNTERM Terminology Database: http://unterm.un.org/dgaacs/unterm.nsf/WebView/1E924C9A8ACF0DA0852569FD000682BA?OpenDocument, originally from the United Nations Development Programme).

2. "Traditions and institutions by which authority in a country is exercised for the common good. This includes (i) the process by which those in authority are selected, monitored and replaced, (ii) the capacity of the government to effectively manage its resources and implement sound policies, and (iii) the respect of citizens and the

state for the institutions that govern economic and social interactions among them" (World Bank, http://go.worldbank.org/MKOGR258V0, accessed 2007).

3. Simply put, "governance" means: the process of decision-making and the process by which decisions are or are not implemented. Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision (Economic and Social Commission for Asia and the Pacific, Poverty and Development Division, http://www.unescap.org/pdd/prs/ProjectActivities/Ongoing/gg/governance.asp).

4. Governance is the process whereby public institutions conduct public affairs, manage public resources and guarantee the realization of human rights. Good governance accomplishes this in a manner essentially free of abuse and corruption, and with due regard for the rule of law. The true test of "good" governance is the degree to which it delivers on the promise of human rights: civil, cultural, economic, political and social rights (Human Rights in Development, Office of the United Nations High Commissioner for Human Rights, http://www.unhchr.ch/development/governance-01.html).

5. The debate on governance concerns all the rules, procedures and practices affecting how powers are exercised within the European Union (European Union, White Commission; http://europa.eu/scadplus/glossary/governance_en.htm accessed 2007).[a]

* * *

E-government

Language	*Term*[a]	*Related term*[b]
English	e-government; electronic governance	Public administration; Governance
French	1. cybergouvernement [générique]; 2. administration en ligne [spécifique]	
Spanish	gobierno electrónico	
Russian	электронное управление	
Chinese	电子政务	
Arabic	الحكومة الإلكترونية؛ الحكومة الرقمية	

[a] *Source*: UNTERM database.
[b] *Source*: UNBIS thesaurus.

[a] The European Union website has a glossary which can be accessed at: http://europa.eu/scadplus/glossary/governance_en.htm.

1. E-government is the application of information and communications technology within the public administration to optimize its internal and external functions (Division for Public Administration and Development Management and Department of Economic and Social Affairs, *World Public Sector Report 2003: E-Government at the Crossroads* (United Nations publication, Sales No. E.03.II.H.3)).

2. E-government — the use of information and communications technologies and particularly the Internet, as tools to achieve better government (Organization for Economic Cooperation and Development, http://webdomino1.oecd.org/COMNET/PUM/egovproweb.nsf/viewHtml/index/$FILE/glossary.htm).

3. "E-government" refers to the use by government agencies of information technologies (such as Wide Area Networks, the Internet and mobile computing) that have the ability to transform relations with citizens, businesses, and other arms of Government (World Bank, http://web.worldbank.org).

4. E-government is defined as the use of information and communication technology in public administrations combined with organizational change and new skills in order to improve public services and democratic processes and strengthen support to public policies (European Union, http://ec.europa.eu/information_society/activities/egovernment_research/about_us/index_en.htm).

5. E-government is about a process of reform in the way Governments work, share information and deliver services to external and internal clients. Specifically, e-government harnesses information technologies, such as Wide Area Networks, the Internet and mobile computing) to transform relations with citizens, businesses and other arms of Government (Subhash Bhatnagar, *E-Government: From Vision to Implementation: A Practical Guide with Case Studies* (New Delhi, 2004)).

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Item 5 of the provisional agenda*
Review of the United Nations Programme in Public Administration and Finance

Review of the United Nations Programme in Public Administration and Finance

Note by the Secretariat

Summary

The present note highlights the major activities undertaken by the Secretariat in 2007 under the United Nations Programme in Public Administration and Finance for review by the Committee of Experts on Public Administration. It also presents the main activities to be implemented under the Programme during the current biennium 2008-2009. The Committee is requested to provide feedback to the Secretariat on these activities, which are intended to assist Member States in meeting their current governance and public administration challenges in a globalized world, and on emerging issues. The Programme has been assisting Member States in addressing their governance and administrative challenges since 1948 and is commemorating its sixtieth anniversary throughout 2008.

This note also presents the proposed strategic framework for the period 2010-2011 for review and approval by the Committee. The Committee's comments together with the proposed framework will be submitted to the Committee for Programme and Coordination at its forty-eighth session in June-July 2008 and transmitted, through, the General Assembly at its sixty-third session when the Assembly considers the proposed strategic framework for the Secretariat as a whole. In the preparation of this framework for the United Nations Programme in Public Administration and Finance, the Secretariat took into consideration its strengths and accomplishments noted as well as recommendations contained in recent evaluation reports of the Programme and its various components.

* E/C.16/2008/1.

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I. Introduction

1. The present note highlights the major activities undertaken by the Secretariat in 2007 under the United Nations Programme in Public Administration and Finance for review by the Committee of Experts on Public Administration. It also presents the main activities to be implemented under the Programme during the current biennium 2008-2009. The Committee is requested to provide feedback to the Secretariat on these activities, which are intended to assist Member States in meeting their current governance and public administration challenges in a globalized world, and on emerging issues. The Programme has been assisting Member States in addressing their governance and administrative challenges since 1948 and is commemorating its sixtieth anniversary in 2008.

2. This note also presents the proposed strategic framework for the period 2010-2011 for review and approval by the Committee. In the preparation of this framework for the United Nations Programme in Public Administration and Finance, the Secretariat took into consideration its strengths and accomplishments noted as well as recommendations contained in recent evaluation reports on the Programme and its various components.

3. Given that 2008 commemorates the sixtieth anniversary of the United Nations Programme in Public Administration and Finance, it may be useful to pause and reflect upon the mission and history of the Division for Public Administration and Development Management within the Department of Economic and Social Affairs of the United Nations Secretariat. The Division is currently the administrative unit within the Secretariat mandated to implement the aforementioned Programme. The Division's mission is to assist Member States in ensuring that their governance systems, administrative and financial institutions, human resources and policy development processes function in an effective and participatory manner by fostering dialogue, promoting and sharing information and knowledge, and providing technical and advisory services. This mission is carried out to assist Member States in developing governance and public administration capacities for implementing the United Nations development agenda, including the Millennium Development Goals.

4. The genesis of the United Nations Programme in Public Administration and Finance can be traced back to the third session of the General Assembly in 1948. In its resolution 246 (III) of 4 December 1948, the Assembly, having recognized the need for international facilities that would provide adequate administrative training for an increasing number of candidates of proved ability recruited on a wide geographical basis, but mainly from the countries in greatest need of access to the principles, procedures and methods of modern administration, resolved that an International Centre for Training in Public Administration should be established under the direction of the United Nations.

5. The importance to development of public administration and the support provided by the United Nations system to Member States was reiterated by the General Assembly during its fiftieth session in 1996. In its resolution 50/225 of 19 April 1996, the Assembly acknowledged that the role of United Nations activities and programmes in public administration and development was to assist Governments, at their request, in improving their responsiveness in meeting the basic needs of all, as well as in achieving sustainable development in all countries,

and that the United Nations should focus its activities in the areas recommended by the Group of Experts on Public Administration and Finance in its report on its twelfth meeting, held in New York from 31 July to 11 August 1995 (A/50/525-E/1995/122, annex). The Group of Experts on Public Administration and Finance, which was the predecessor of the Committee of Experts on Public Administration, had been established in 1967 and held 15 sessions, ending in 2000.

6. Throughout 2008, the Secretariat will be commemorating the sixtieth anniversary of the Programme. In its resolution 2007/38 of 4 October 2007, the Economic and Social Council encouraged Member States to participate in and support the marking of the sixtieth year of the work of the United Nations in the area of public administration and development.

II. Update on major activities

7. The activities of the United Nations Secretariat in the area of public administration and finance are implemented, under subprogramme 8, Public administration and development management, of section 9, Economic and social affairs, of the programme budget, by the Division for Public Administration and Development Management. The following is a summary of the major activities implemented in 2007.

A. Normative

8. The sixth session of the Committee of Experts on Public Administration was held from 10 to 13 April 2007. At the sixth session, the Committee dealt with the following substantive items: (a) participatory governance and citizens' engagement in policy development, service delivery and budgeting; (b) the compendium of basic United Nations terminology in governance and public administration; (c) the review of the activities of the United Nations Programme in Public Administration and Finance; and (d) the public administration perspective on the theme of the annual ministerial review held during the high-level segment of the substantive session of 2007 of the Economic and Social Council: Strengthening efforts to eradicate poverty and hunger, including through the global partnership for development. Based on its discussions, the Committee recommended to the Council the adoption of the draft resolution entitled "Report of the Committee of Experts on Public Administration on its sixth session and dates, venue and provisional agenda for the seventh session of the Committee".[1] The Committee also recommended that a policy brief on participatory governance and citizens' engagement in policy development, service delivery and budgeting, outlining the recommendations on this main substantive theme, be prepared by the Secretariat in consultation with the lead speakers and approved by the Committee Bureau.[2] The policy brief would be a follow-up to the sixth and future sessions, for consideration by Member States.

[1] See *Official Records of the Economic and Social Council, 2007, Supplement No. 24* (E/2007/44), chap. I; the draft resolution was subsequently adopted by the Council as resolution 2007/38.

[2] See *Official Records of the Economic and Social Council, 2007, Supplement No. 24* (E/2007/44), chap. III, sect. B, para. 32.

9. The Economic and Social Council, in October 2007, reviewed the report of the Committee of Experts on Public Administration on its sixth session and adopted the draft resolution contained in the report, as orally amended. In resolution 2007/38, the Council, inter alia, expressed concern at the continuous marginalization of the poor and the disadvantaged in an era of a globalized world, which had led to decreasing trust in government by citizens; encouraged Member States to reaffirm and deepen their use of participatory governance and citizen engagement in policy development service delivery, and budgeting and public accountability with enabling mechanisms, including information and communications technology (ICT) tools and other measures; and requested the Secretariat to ensure that the normative, analytical and technical cooperation elements of the United Nations Programme in Public Administration and Finance continued to address participatory governance and to identify best practices.

10. In the same resolution, the Economic and Social Council noted the work undertaken by the Committee of Experts on Public Administration on defining basic United Nations terminology in governance and public administration and the input by the Committee on the theme of the annual ministerial review, held during the 2007 high-level segment of the Council, and the proposals for themes for the review for 2008; and requested the Secretariat to continue to expand the reach of the United Nations Public Service Awards and the United Nations Public Service Day to foster and disseminate excellence in public governance and to expand the outreach of the portal of the United Nations Online Network in Public Administration and Finance (UNPAN) at the regional and subregional levels as a one-stop shop in promoting knowledge management and networking among public sector leaders around the world.

11. Also in resolution 2007/38, the Economic and Social Council requested the Secretariat to continue its useful role as the lead agency in facilitating the implementation of the action lines on e-governance-related issues contained in the Tunis Agenda for the Information Society;[3] congratulated the Secretariat for the high quality of the programme of the seventh Global Forum on Reinventing Government, held in Vienna from 26 to 29 June 2007; encouraged Member States to participate in and support the marking of the sixtieth year of the work of the United Nations in the area of public administration and development; and approved the convening of the seventh session of the Committee of Experts on Public Administration from 14 to 18 April 2008 and the proposed agenda for the session.

12. During the high-level segment of the Economic and Social Council, held in July 2007, the Chair of the Committee of Experts on Public Administration represented the Committee at a meeting of the Bureau of the Council with the heads of the functional commissions. The Chair also participated in the launch of the Development Cooperation Forum.

13. On 30 October 2007, the General Assembly considered the report of the Secretary-General on public administration and development (A/62/283). In response to the request of the Assembly in its resolution 60/34 of 30 November 2005 and as a follow-up to the reports previously submitted by the Secretary-General in 2002, 2003, 2004 and 2006 (A/57/262-E/2002/82, A/58/152, A/59/346

[3] See report of the Tunis phase of the World Summit on the Information Society, held in Tunis from 16 to 18 November 2005 (as contained in document A/60/687), chap. I, sect. B, annex.

and A/60/114, respectively), the report had provided an update on the implementation of Assembly resolution 60/34.

14. The report highlighted the activities of the United Nations system in assisting Member States in governance and public administration in respect of achieving the Millennium Development Goals and other internationally agreed development commitments. The report, which was based on the analysis of the substantive work of the Committee of Experts on Public Administration and recent activities carried out by the Division for Public Administration and Development Management, incorporated the contributions of those United Nations organizations in the Governance and institution-building cluster of the Executive Committee on Economic and Social Affairs that had responded to a request for inputs. The report also discussed the outcome of the seventh Global Forum on Reinventing Government.

15. In pursuance of this report, the States Members of the United Nations that are members of the Group of 77 and China are preparing a draft resolution on public administration and development, to be introduced during the sixty-second session of the General Assembly.

16. As mentioned above, throughout 2008 the Secretariat will be commemorating the sixtieth anniversary of the United Nations Programme in Public Administration and Finance. A number of activities are envisaged for the seventh session of the Committee of Experts on Public Administration in April, the United Nations Public Service Day in June and the high-level segment of the Economic and Social Council in July. More details thereon will be shared with the experts at the seventh session.

B. Coordination

17. In addition to normative work, the Division undertakes important coordination activities in the area of governance and public administration within and outside of the United Nations system. They include coordinating:

- The Governance and Institution-building cluster of the Executive Committee on Economic and Social Affairs
- The system-wide implementation of World Summit on the Information Society action lines C1, C7eGov and C11, with the participation of the multi-stakeholders
- The organization of the Global and Regional Forums on Reinventing Government, through bringing together periodically the members of the Institutional Partners Group
- The widest network of organizations in the area of governance and public administration, the United Nations Online Network in Public Administration and Finance (UNPAN), which is utilized for the exchange of knowledge, documentation and training

C. Analytical

18. The *World Public Sector Report* is produced biennially as a research and analytical tool to provide policymakers and civil society with relevant research

findings and information on issues related to the public sector. In its resolution 59/55 of 2 December 2004, the General Assembly recognized the significant analytical and operational contributions of the Report to public administration. The past editions include *World Public Sector Report, 2001: Globalization and the State*;[4] *World Public Sector Report, 2003: E-Government at the Crossroads*;[5] and *World Public Sector Report, 2005: Unlocking the Human Potential for Public Sector Performance*.[6]

19. The *2007 World Public Sector Report*, entitled *People Matter: Civic Engagement in Public Governance*,[7] explains the concept of participation, distinguishing in the process between the concepts of governance and participatory governance on the one hand, and participatory governance and formal democracy on the other. It elaborates the context of and the rationale for participation, and provides an overview of emerging practices, the lessons learned and the challenges of participation and highlights capacity-building issues of participation. The 2007 Report also incorporates the issues raised and the lessons distilled during the discussion on participatory governance held at the sixth session of the Committee of Experts on Public Administration, which included the elaboration of practices of participatory governance in policy development, service delivery and budgeting and public accountability. The Committee concluded that (a) civic engagement in public administration was being recognized as valuable, especially in the implementation of accountable and equitable public policies and programmes, (b) a clear understanding of institutional, methodological and capacity-building issues of participatory governance was key to the success of such practices and (c) the systematic gathering of information on participatory governance was important for South-South cooperation. The Division for Public Administration and Development Management will prepare the next *World Public Sector Report* during 2008-2009 on the tentative theme of "Reconstructing governance and public administration in post-conflict countries: lessons learned".

20. The United Nations Global e-Government Readiness Survey ranks 192 countries according to their e-government readiness and the extent of e-participation worldwide. The reports of the Surveys, which provide time-series data and analysis of trends in e-government readiness across regions and at the country level, have become the benchmark for measuring e-government readiness.

21. The *United Nations e-Government Survey, 2008: From e-Government to Connected Governance*[8] postulates that Governments are increasingly looking towards the e-government-as-a-whole concept which focuses on the provision of services at the front end supported by integration, consolidation and innovation in back-end processes and systems to achieve maximum cost savings and improved service delivery. The distinguishing characteristic of the whole-of-government approach is the sharing by government agencies and organizations of objectives across organizational boundaries, as opposed to working within a sole organization.

[4] United Nations publication, Sales No. E.01.II.H.2.
[5] United Nations publication, Sales No. E.03.II.H.3.
[6] United Nations publication, Sales No. E.05.II.H.5.
[7] United Nations publication, Sales No. E.07.II.H.11.
[8] United Nations publication, Sales No. E.08.II.H.2.

22. Other major 2007 publications were:

- *United Nations E-Government Readiness Knowledge Base*
- *Innovations from Around the World: Success Stories from the Winners of the United Nations Public Service Awards — Fifth Anniversary (2003-2007)*[9]
- *Guide for the Transfer and Adaptation of Innovations in Governance: Practical Tools and Steps*[10]
- Report of the Fifth United Nations Public Service Day and Awards Ceremony[11]
- *Building Capacities for Public Service in Post-Conflict Countries*[12]
- *Historical Review of the United Nations Public Administration Programme*
- *United Nations Public Administration Profiles*
- *Civic Engagement for Building Trust in Government*
- *Participatory Governance and the Millennium Development Goals*[13]
- *Auditing for Social Change: A Strategy for Citizen Engagement in Public Sector Accountability*[14]
- *Public Enterprise and its Management: New Opportunities and Unresolved Challenges*
- *Opportunities and Challenges of Civic Engagement in Socio-Economic Policies in the Arab Region*[15]
- *Report on the Networking and Capacity-building for Poverty Alleviation through Community-based Development in the Areas Affected by Environmental Degradation in the Central Asian and Southeast Asian Regions*
- *Toolkit on Civic Engagement in Public Policies*[16]
- *Online Training Course on Results-based Monitoring and Evaluation*

23. Ad hoc expert group meetings are held on new developments or emerging trends in governance and public administration that are of interest to Member States. They provide forums where expert knowledge and experience can be mobilized to identify critical issues and begin forging consensus on policy options. The following expert group meetings were held in 2007.

24. The meeting on "Building Trust through Civic Engagement"[17] discussed the challenges of trust and stressed the importance of civic engagement and public accountability as important components of building trust. A publication of the same title that emanated from the Meeting discusses the conceptual issues of trust and

[9] ST/ESA/PAD/SER.E/110.
[10] ST/ESA/PAD/SER.E/122.
[11] ST/ESA/PAD/SER.E/107.
[12] ST/ESA/PAD/SER.E/121.
[13] ST/ESA/PAD/SER.E/119.
[14] United Nations publication, Sales No. E.07.II.H.5.P.
[15] ST/ESA/PAD/SER.E/105.
[16] United Nations publication, Sales No. E.08.II.H.1.
[17] ST/ESA/PAD/SER.E/120.

how these relate to public institutions and processes and presents several case studies that highlight the imperatives of trust-building through civic engagement.

25. The meeting on "Public Service Capacity-building for Post-conflict Reconstruction and Development" focused on the challenges of reforming and reconstructing public administration and governance systems in the aftermath of conflict, focusing on the public service, judiciary, the security sector, leadership and civil society engagement.

26. The meeting on "Managing Knowledge to Build Trust in Government" examined the critical role of effective knowledge management as a means of improving trust in government, and concluded with a set of recommendations and policy options on the strategies that improve the storage, exchange and dissemination of information and knowledge within the public sector. The discussion and deliberation demonstrated how different institutional and regulatory frameworks, leadership and managerial qualities, effective sharing of information, technical cooperation and specialized training at the local, national and international levels can promote confidence and good governance.

D. Exchange of best practices

27. The United Nations Public Service Awards programme was established by the Economic and Social Council in 2000 to promote better delivery of services by Governments. This Award confers the most prestigious international recognition of excellence in public service. It rewards the creative achievements and contributions of public service institutions with respect to promoting a more effective and responsive public administration in countries worldwide (further information available from http://www.unpan.org/dpepa_psaward.asp).

28. In June 2007, during a high-level plenary session of the seventh Global Forum on Reinventing Government, the United Nations hosted the fifth Public Service Awards ceremony and commemorated the United Nations Public Service Day in Vienna. Awards were given in the following three categories: (a) improving transparency, accountability and responsiveness in the public service; (b) improving the delivery of services; and (c) fostering participation in policymaking decisions through innovative mechanisms. For the 2007 competition, 195 nominations were received from 46 countries. The number of applications, as well as their geographical distribution, had significantly increased compared with the prior year (146 applications). Six new products centred around the Public Service Awards have also been developed to provide information about the Awards programme in a more comprehensive way and to give more prominence to its activities and impact on public sector performance around the world: (a) a new UNPAN web address featuring all necessary information related to the Awards in the six United Nations official languages; (b) a new online database designed to facilitate online applications; (c) users' guidelines for the online Awards database; (d) the United Nations Public Service Awards Newsletter; (e) a follow-up questionnaire devised to gather past winners' experiences; and (f) a new brochure on the Awards.

29. The 2008 Awards will be presented at United Nations Headquarters in New York on United Nations Public Service Day, 23 June. During the Day, the sixtieth anniversary of the United Nations Programme in Public Administration and Finance will also be celebrated. The Awards will be given in three categories:

accountability and transparency, public service delivery, and innovative mechanisms of participation in public administration.

30. The United Nations Online Network in Public Administration and Finance (UNPAN) (www.unpan.org) is an online network of more than 35 relevant international and regional institutions and more than 10 United Nations-related agencies. Set up in 2000, UNPAN serves as a global network and portal for public administration. Its main objective is to build capacity; bridge the digital divide; promote South-South cooperation; and access, process and disseminate relevant information via up-to-date information and communication technologies (ICT) for the promotion of better public administration. The portal has registered one of the highest numbers of visitors among the Department of Economic and Social Affairs websites; however, it needs to be promoted consistently in order to reach a critical mass of more public sector institutions around the world.

31. The Division has been continuously developing the UNPAN network and its portal to fulfil the requests of the Economic and Social Council and the General Assembly (see Assembly resolution 59/55; Council resolution 2005/55; Assembly resolution 60/34; and Council resolution 2006/47) and UNPAN clients, in particular those from developing countries. For instance, the UNPAN Online Training Centre is a learning content management system, delivering online capacity-building courses on various topics in public administration. Five online courses on e-government have been delivered to more than 1,475 participants from around the world since September 2005. Of these participants, 86 per cent are from developing countries. More than 450 certificates have been issued. The courses have been well received and 90 per cent of the trainees found it very relevant to their daily tasks. With the help of its partners, UNPAN is developing more courses on decentralized governance, knowledge management, and results-based budgeting in the public sector.

32. The United Nations hosted the seventh Global Forum on Reinventing Government in partnership with the Government of Austria from 26 to 29 June 2007. The Forum, which was held at the United Nations Office at Vienna, had as its theme "Building trust in government". As the largest and most inclusive international event thereon, over 3,700 participants attended from 177 countries to promote the exchange of strategies designed to improve governance and public administration. The Forum received Heads of State and Government, ministers, senior officials, parliamentarians, civil society representatives, and members of the private sector.

33. The purpose of the seventh Global Forum on Reinventing Government was to support Member States in their efforts to achieve goals in the United Nations development agenda, including the Millennium Development Goals, by providing a platform for the exchange of good practices that would improve governance and help Governments earn citizen confidence. The Forum enabled participants to exchange experiences, examine tools and methodologies designed to strengthen public sector capacities; build the foundation for a government reinvention network among Governments, civil society and the private sector; and identify areas for improved South-South and North-South cooperation and action. The main policy findings and areas of consensus that emerged from discussions at the Forum are reflected in the Vienna Declaration on Building Trust in Government, an online policy document which contains a series of recommendations for concrete follow-up

action at the local, national, and international levels. In the Declaration, participants conveyed their appreciation to the Secretary-General for the successful preparation of the Forum by the United Nations Secretariat. The Secretariat will support the eighth Global Forum, scheduled to be held in 2009. Various Member States have indicated an interest in hosting the event as well as various regional forums.

34. The Programme for Innovation in Public Administration in the Euro-Mediterranean Region (InnovMed) seeks to promote good governance and a culture of innovation within the public sector through the dissemination and adaptation of pioneering initiatives in public administration. The Programme constitutes a mechanism at the service of the Governments in the region that may be seeking fresh, effective solutions to concrete problems and challenges. Set up in mid-2003, the Programme covers more than a dozen countries in the Middle East, Northern Africa and the western Balkans, as well as partner countries from Southern Europe.

35. Other major meetings held in 2007 were:

- Second World Summit on the Information Society Implementation Consultation Meeting on Action Lines: C1, C7e-Gov and C11 — International and Regional Cooperation
- Seventh Interregional Consultative Meeting of UNPAN
- International Seminar on Citizen Participation in Public Management
- International Round Table on the Economic and Social Council for Bolivia
- Building National Capacities for Conflict Prevention and Transformation: A Review and Sharing of Experiences
- Panel on Accountability from the Bottom
- Panel on Emerging Parameters of Global Governance and Reform of Public Administration at the twenty-seventh Congress of the International Institute of Administrative Sciences
- Panel on Public Accountability: A Space for Supreme Audit Institution and Civil Society Participation, at the nineteenth Congress of the International Organization of Supreme Audit Institutions
- Dialogue on Civil Society Engagement in Public Accountability
- World Urban Forum III side event on "Fighting urban poverty: which participatory approaches?"
- Arab Regional Workshop on "Opportunities and Challenges of Civic Engagement in Socio-Economic Policies"
- Special meeting of the Network of Innovators in Governance in the Mediterranean Region
- The first meeting of the Steering Committee of the Network of Innovators in Governance in the Mediterranean Region

- Meetings of the Department of Economic and Social Affairs of the United Nations Secretariat and the International Association of Schools and Institutes of Administration on Standards of Excellence in Public Administration Education and Training for Effective Public Service
- Meeting on Strengthening Parliamentary Information Systems in Africa
- Capacity-building for the Peaceful Management of Conflict in Central American and Caribbean States
- International Training Courses on the Implementation of the Ibero-American Charter for Public Service
- International Seminar on the Implementation of the Ibero-American Charter for the Public Service: Selected Country Experiences
- Programme on Leadership, Ethics, Accountability and Professionalism in the Public Sector (LEAP) Capacity-building for Public Officials Regional Seminar in Central Asia

E. Technical cooperation

36. The Division carries out, through its three substantive Branches, technical cooperation activities in the form of advisory services and training activities on subjects falling within the mandate of the Division. The overall thrust of the Division's technical cooperation programme is to assist, at the request of Member States, in the capacity-building of Government officials and institutions and, increasingly, of civil society organizations for the reform and modernization of public administration. It should be noted that the findings and recommendations of advisory missions and the outcomes of training activities, including their publications, feed into the normative and advocacy work of the Division as well as provide support to the intergovernmental dialogue of the Economic and Social Council and the Committee.

37. Though demand-driven, the Division's technical cooperation activities conform to the priority themes set out by the Council and by the Committee. In this regard, for 2007, over 100 technical cooperation projects were implemented in the following areas: (a) improvement of transparency and accountability, (b) decentralized governance, (c) participatory and equitable governance, (d) post-conflict governance, (e) ICT application to governance (e-governance) and (f) governance for poverty alleviation (pro-poor governance).

38. The budget of technical cooperation projects comes from the United Nations Regular Programme for Technical Cooperation, the United Nations Development Account, extrabudgetary sources (United Nations Development Programme (UNDP) and UNDP-administered funds) and numerous funds in trust, with contributions from donor countries and other agencies.

39. In addition to training courses available online, a number of training workshops for the participants from the developing countries were organized in 2007. They included:

- International Workshop on e-Access for All
- UNPAN e-Information management training for new members

- Fifth UNPAN e-Knowledge Management Training Workshop
- Training workshop/consultation on capacity-building for the management and mediation of conflict
- Regional Workshop on the "Poverty-environment nexus: building institutional capacity", Hue City, Viet Nam

40. Currently, the Division backstops three regional centres as part of its technical cooperation activities. First, there is the Department of Economic and Social Affairs Human Resources for International Cooperation project office which was established in 2001 in Rome, building on a previous project office that had supported human resources development projects since 1992. It acts as a liaison between the Department and the Government of Italy, runs the junior professional officers, fellowships and United Nations volunteer internship programmes. The Rome Office is also home to the Global Centre for Information and Communication Technologies in Parliament, which began in 2006, in partnership with the Inter-Parliamentary Union. This project aims to support a more efficient and transparent functioning of parliaments through the application of ICT to their deliberative procedures.

41. Second, there is the United Nations Centre for Regional Development (UNCRD), which was established in 1971, pursuant to Economic and Social Council resolution 1582 (L) of 21 May 1971. Supported by the Government of Japan, the Centre conducts a research and training programme on regional development. It is composed of four offices: one at Nagoya (headquarters, research and training), one at Hyogo (disaster management), one at Nairobi (research and training in Africa) and one at Santa Fé de Bogotá (research and training in Latin America).

42. Third, there is the United Nations Project Office on Governance (UNPOG), based in Seoul, which was established in June 2006 to act as an international and regional focal point for research, training and advocacy in government reinvention. The Government of the Republic of Korea supports the Project Office.

43. Major ongoing technical cooperation projects are:

- Strengthening Parliaments' Information Systems in Africa: A Regional Capacity-building Initiative
- Training programme on Peacebuilding and Good Governance for African Civilian Personnel in Ghana
- Africa Governance Inventory (AGI) Initiative
- Caribbean Regional Technical and Advisory Support Facility (TASF)
- e-Government for Enhanced Service Delivery: Lesotho
- e-Human Resources Management Project in the Public Administration of Morocco
- Enhancing the Official Website of the Government of Saint Vincent and the Grenadines
- Integrating Saint Lucia Information Systems

- Computerization of the motor vehicles registry and driving licences issuing procedures: Belize
- Web enabling of the Financial Management system (FINMAN) for the Government of Jamaica

III. Approved activities for 2008-2009

44. During the biennium 2008-2009, the following final outputs will be delivered:

(a) Servicing of intergovernmental and expert bodies (regular budget):

(i) General Assembly:

a. Substantive servicing of meetings: General Assembly (8); panels as required by the Assembly on emerging issues in the public sector (2);

b. Parliamentary documentation: report mandated by resolutions of the sixty-second and sixty-third sessions of the General Assembly on public administration and development (through the Economic and Social Council) (2);

(ii) Economic and Social Council:

a. Substantive servicing of meetings: Economic and Social Council (12); panels as required by the Council on basic data and trends in the public sector (2);

b. Parliamentary documentation: report on the seventh session of the Committee of Experts on Public Administration (1); report on the eighth session of the Committee of Experts on Public Administration (1);

(iii) Committee of Experts on Public Administration:

a. Substantive servicing of meetings: seventh session of the Committee of Experts on Public Administration (also provision of technical servicing) (14); eighth session of the Committee of Experts on Public Administration (also provision of technical servicing) (14);

b. Parliamentary documentation: analytical/working papers on selected issues (8); report on emerging trends in the public sector (2); report on the programme in public administration and development management (2);

(iv) Ad hoc expert groups: six expert group meetings on: connecting Government for better public service delivery; assessing information and communications technology-based knowledge management in Government; government/civil society organizations partnership-building in post-conflict situations; trust-building through improved public accountability mechanisms; restructuring post-conflict governance and public administration; leadership capacity-building in the public sector for development;

(b) **Other substantive activities (regular budget):**

(i) **Recurrent publications: compendium of best practices and innovation in public administration (2); compendium of electronic/mobile-Government innovative practices and lessons learned (2); country profiles of public administration (1); United Nations global electronic/mobile-Government readiness survey for 2008-2009: trends and impact of information and communications technology in development (1); United Nations Public Service Award report (2); *World Public Sector Report* (1);**

(ii) **Non-recurrent publications: assessing information and communications technology-based knowledge management in Government (1); connecting Government for better public service delivery (1); government/civil society organizations partnership-building in post-conflict situations (1); leadership capacity-building in the public sector for development (1); restructuring post-conflict governance and public administration (1); trust-building through improved public accountability mechanisms (1);**

(iii) **Special events: support for the observance of the United Nations Public Service Day (2); public service awards competition (2); five regional ministerial meetings on emerging trends in the public sector (in cooperation with the regional commissions (5));**

(iv) **Technical material: *Development Administration Newsletter* (4); maintenance and improvement of the website on the administration and cost of elections (1); maintenance and update of the database of the online interactive inventory of information and communications technology solutions for electronic/mobile-Government development (1); maintenance and update of the database on African governance online inventory (1); maintenance and update of the database on the Caribbean electronic/mobile-Government knowledge bank (1); maintenance and update of the database on United Nations electronic/mobile-Government knowledge base (1); maintenance and update of the database on conflict management organizations, programmes and practitioners (1); maintenance and update of the database on innovation in public administration in the Euro-Mediterranean region (1); maintenance and update of the United Nations global Online Network in Public Administration and Finance (UNPAN) (1); working/discussion papers on specialized issues (8);**

(v) **Audio-visual resources: training materials on CD-ROM (4);**

(vi) **Substantive servicing of inter-agency meetings: substantive support to the Global Forum on Reinventing Government (1); support to regional technical meetings organized by partner institutions (10);**

(c) **Technical cooperation (regular budget/extrabudgetary):**

(i) **Advisory services: approximately 16 training seminars, workshops and policy dialogues at the request of developing countries and countries with economies in transition in the areas of public policy and public economics, public administration finance and socio-economic governance, with particular emphasis on initiatives**

fostering South-South cooperation and innovation in public administration; approximately 60 needs-assessment and diagnostic missions related to the substantive expertise of the subprogramme in the areas of public administration and finance and socio-economic governance; approximately 8 guidelines, manuals and training materials for application to the public sector resulting from requests for training assistance from developing countries and countries with economies in transition;

(ii) Field projects: approximately 80 field projects (some in partnership with the United Nations Development Programme (UNDP) and other operational entities) aimed at strengthening the institutional and management capacity of interested developing countries and countries with economies in transition in the areas of public administration and finance and of socio-economic governance.

IV. Proposed strategic framework for the period 2010-2011

45. The Committee has before it, for its consideration, the proposed strategic framework for the period 2010-2011 for subprogramme 8, Public administration and development management, of programme 7, Economic and social affairs, of the programme budget. The Committee is invited to review the proposed strategic framework and to provide its comments thereon. The proposed biennial programme plan, modified as appropriate, will be submitted to the Committee for Programme and Coordination at its forty-eighth session. Its recommendations thereon will be transmitted to the General Assembly at its sixty-third session when it considers the proposed strategic framework for the period 2010-2011.

46. The proposed strategic framework for the period 2010-2011 for subprogramme 8, Public administration and development management, of programme 7, Economic and social affairs, is as follows:

Objective of the Organization: To promote effective, efficient, accountable, participatory and transparent public administration for the attainment of internationally agreed development goals, including those contained in the United Nations Millennium Declaration and in the outcomes of the major United Nations conferences.

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Enhanced dialogue on improved understanding of the issues related to public administration, participatory governance, capacity-building and promotion of professionalism and ethics, and knowledge management for development	(a) Increased number of references, recommendations and decisions aimed at facilitating intergovernmental dialogue on the cross-cutting issues in the area of public administration found in reports, declarations and resolutions
(b) Enhanced knowledge and improved exchange of innovations and good practices in the area of public administration, participatory governance and knowledge management for development	(b) Increased number of visits to and downloads from the United Nations Online Network in Public Administration and Finance

(c) Increased capacity of national Governments to strengthen participatory governance, professionalism and accountability in the public sector for improved performance, including through the use of information and communications technology	(c) The number of methodological and technical recommendations implemented by national Governments as a result of advisory services and technical cooperation projects

47. The Division for Public Administration and Development Management is responsible for the subprogramme. The strategy is based on an integrated approach comprising the provision of substantive support to the General Assembly, the Economic and Social Council and the Committee of Experts on Public Administration, analytical work, capacity development as well as the dissemination of best practices, experiences in information-sharing and network-building. It is aimed at:

- Promoting greater awareness, common approaches, understanding and innovative policy options among Member States in the key substantive areas of public management such as: post-conflict reconstruction of public administration; engaged governance; capacity-building and promotion of professionalism and ethics in the public sector; use of information and communications technology in government and resource management
- Strengthening partnerships and cooperation with other international and regional as well as professional organizations within and outside the United Nations system to increase synergies among the related activities
- Devoting special attention to countries emerging from conflict or crisis

V. Conclusion

48. Under the United Nations Programme in Public Administration and Finance, the Secretariat undertakes an integrated approach encompassing normative and substantive work, information-sharing and networking and technical cooperation. It uses the modalities of advocacy, developing analytical and policy tools, building a common understanding of governance and public administration issues, supporting institution-building, assisting in developing human resources, building technological adequacy and connectivity, information-sharing and exchange of experiences, and coordinating development assistance in public administration. The Secretariat focuses on areas of ongoing work, especially in innovation in public administration, post-conflict reconstruction of public administration systems, participatory governance and information and communications technology, for improving the efficiency, quality and transparency of governance. It must also address issues in emerging areas of concern to Member States.

49. Therefore, in implementing the Programme for the current biennium of 2008-2009 and beyond, the Secretariat sets its direction based on the provisions of the 2005 World Summit Outcome[18] as well as the relevant provisions of General Assembly resolution 61/16 of 20 November 2006 on strengthening the Economic and Social Council. It also receives guidance from the basic programme of work of

[18] See General Assembly resolution 60/1.

the Council for 2008 and 2009 and the annual ministerial-level substantive reviews, which cover the following themes:

- 2008: Implementing the internationally agreed goals and commitments in regard to sustainable development
- 2009: Implementing the internationally agreed goals and commitments in regard to global public health

50. The Secretariat also receives guidance from the Committee of Experts on Public Administration. In 2006, at its fifth session, the Committee adopted a multi-year agenda with the following themes:[19]

- 2007: Participatory governance and citizens' engagement in policy development, service delivery and budgeting
- 2008: Capacity-building for development, including post-conflict reconstruction of public administration and crisis/disaster management
- 2009: Building transparency, accountability and trust, including leadership development through information and communications technology (ICT) tools
- 2010: Governance, public administration and the United Nations development agenda

51. In addition, the Division has taken into account the recommendations contained in recent evaluation reports of the Programme and its various components. The triennial review by the Committee for Programme and Coordination of the Division's programme evaluation, issued on 29 March 2007, showed that the Division had reduced its scope and focused on priorities recommended by the Committee of Experts on Public Administration (see E/AC.51/2007/3, sect. II). In addition, an independent evaluation commissioned by the Division at the end of 2007 found that the Division was meeting its expected accomplishments and that there was better internal coordination and collaboration than in the previous biennium. For the current and the next biennium, methodological and substantive improvements in line with recommendations in the evaluation reports have been programmed.

52. Based on these developments, the following new emerging priorities have been identified under the 2008 theme of "Building governance and public administration capacities for development, identified by the Committee":

- Developing standards of excellence in public administration education and training in partnership with the International Association of Schools and Institutes of Administration (IASIA) through enhancing the capacity of public administration schools and institutes to attune government and public service leaders to the multiple and increasingly complex challenges facing the world and the various regions and countries
- Improving back-office management to make government operations more transparent, accountable and trustworthy through the application of ICT tools

[19] See *Official Records of the Economic and Social Council, 2006, Supplement No. 24* (E/2006/44), chap. I.

- Building capacity in participatory governance approaches, strategies for civil society engagement and tools for policy formulation in forging strategies on climate change
- Building transparency, accountability and trust in government partnerships in the context of the United Nations development agenda and the United Nations Convention against Corruption[20] through work related to civil service reform, public sector ethics and public accountability. In this regard, a joint United Nations/International Organization of Supreme Audit Institutes platform for supreme audit institutes-civil society organizations partnership initiative has been proposed

VI. Recommendations

53. The Committee is invited to comment on the activities carried out in 2007 and to make recommendations on priorities for the biennium 2008-2009, as well as the strategic directions set for the period 2010-2011 in the proposed strategic framework, through:

- Taking note of the work of the Secretariat in 2007 in implementing the United Nations Programme in Public Administration and Finance
- Taking note of the activities approved for 2008-2009 and making any suggestions thereon
- Approving the proposed strategic framework for the period 2010-2011.

[20] General Assembly resolution 58/4, annex.

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Public administration perspective on implementing the internationally agreed goals and commitments in regard to sustainable development

Public administration perspective on implementing the internationally agreed goals and commitments in regard to sustainable development

Note by the Secretariat

Summary

The present note by the Secretariat serves as a background paper for the deliberations and recommendations of the Committee of Experts on the Public Administration on the public administration perspective on implementing the internationally agreed goals and commitments in regard to sustainable development. The annual ministerial review of the 2008 high-level segment of the Economic and Social Council will address progress made by Member States in this area.

This document contains six sections. The introduction highlights the importance of sustainable development and climate change today. The second section outlines governance and public administration challenges that countries face in translating to the national level the global consensus on sustainable development and adapting to climate change. The third explores how new or reformed public institutions, partnerships, structures and processes can best meet those challenges. The fourth section identifies capacity development needs of Governments in creating an enabling environment for sustainable development and adapting to climate change. The fifth presents, in response to the interest expressed by Member States on implementation, case studies and examples of practices that have worked in selected countries. The document concludes with policy recommendations for consideration, adoption and follow-up by the Economic and Social Council, the Member States and the United Nations Secretariat.

* E/C.16/2008/1.

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I. Introduction

1. Exploring the governance and public administration challenges that countries face in translating the global consensus on sustainable development and climate change into national development agendas is a complex task, inasmuch as the needs and challenges of regions and countries with respect to sustainable development and climate change are diverse, and subject to distinct social, political and economic governance parameters. The complexities notwithstanding, the present note seeks to provide an overall picture of current and planned efforts and practices in integrating sustainable development issues into public administration, with particular emphasis on climate change and its close relationship with sustainable development, by focusing on the mainstreaming of sustainable development principles in policymaking, and analysing resource allocation needs of countries in the economic, social and environmental domains.

2. Maintaining the physical environment is vital not only for human well-being but also for economic and social progress. Defined as encompassing paths and patterns of development that ensure the meeting of present needs without compromising the ability to meet the needs of future generations, sustainable development is conspicuously related to intergenerational equity. In this regard, one of the key principles (principle 4) of the Rio Declaration on Environment and Development,[1] adopted by the United Nations Conference on Environment and Development ("Earth Summit"), stated that environmental protection must be an integral part of the development process instead of being treated as a separate component. According to another key principle of the Rio Declaration, achieving sustainable development requires both eradicating poverty in the developing world, and making lifestyles in the developed world less damaging to the environment. Hence, sustainable development is a broad-based concept, which integrates social, economic and environmental dimensions into the overall development context.

3. It was within the context of this understanding that the United Nations Climate Change Conference was organized. The Conference, which was held in Bali, Indonesia, from 3 to 14 December 2007, culminated in (a) the successful launching of negotiations on a climate change agreement at the global level; (b) a consensus on the agenda for the negotiations; and (c) agreement on completing those negotiations by 2009. As such, the Bali road map envisages that Governments around the world will begin immediately to address key environmental challenges, inter alia, climate adaptation, the dissemination of clean technologies, and combating deforestation.

4. In addition to the outcomes of the Earth Summit and the Bali Climate Change Conference, the Millennium Development Goals are also crucial for environment and sustainable development. The Millennium Development Goals are a global compact for poverty reduction and sustainable social development. In contrast to previous development agendas, the Millennium Development Goals also entail time-bound quantitative targets for specific development goals and objectives. Goal 7 is to "Ensure environmental sustainability".

[1] *Report of the United Nations Conference on Environmental and Development, Rio de Janeiro, 3-14 June 1992*, vol. I, *Resolutions Adopted by the Conference* (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex I.

II. The Millennium Development Goals and the governance environment required for the implementation of Goal 7

5. Goal 7 has four targets. The first main target, which is to "Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources", calls for coordinated action of all governance actors, including the government, civil society organizations and the market at all levels. The second is to "Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation". Success in meeting these water-related needs would have large spillover benefits for human development and should be an integral objective of all national development strategies. The third main target, which is "By 2020, to have achieved a significant improvement in the lives of at least 100 million slum-dwellers", recognizes and gives special attention to the rising challenges of urbanization and urban poverty within the nexus of environmental sustainability.

6. One of the main challenge for the implementation of Millennium Development Goal 7 is to create a system of governance that promotes, supports and sustains development holistically, that is to say, a system of governance that promotes economic growth, reduces poverty, supports social equity, and upholds environmental sustainability all at the same time. These multiple goals of development, which often compete with one another in the short run, warrant governance arrangements that mainstream the requirements of each, strategically and holistically. It is particularly important to mainstream environmental concerns, such as those related to water and desertification, and poverty reduction, including both rural and urban poverty, with particular attention to the sui generis case of sub-Saharan Africa, coastal areas and small island developing States.

A. Climate change, including water and desertification issues

7. Climate change can slow the pace of progress towards sustainable development, either directly through increased exposure to its adverse impact, or indirectly through erosion of the capacity to adapt. At the same time, sustainable development can reduce the vulnerability to climate change by enhancing adaptive capacity and increasing resilience. For the purposes of sustainable development, the two most urgent responses to climate change which require immediate attention are (a) the adoption of tools, policies, techniques that will arrest or mitigate the current and future negative impacts of climate change, and (b) preparations for better adaptation to the non-reversible effects of climate change that have already occurred or have yet to occur. Governments need to be fully aware of these challenges, and rearrange their governance arrangements, reallocate their resources and re-examine their macroeconomic frameworks towards mainstreaming approaches to confronting these two immediate challenges.

8. Desertification is a major environmental problem which is advancing at an alarming pace. Land degradation affects more than 1 billion people and 40 per cent of the Earth's surface. In the severest cases, land becomes infertile and useless, precipitating famine and drought. Every year, 12 million hectares of land are lost to desertification, and the rate of loss is increasing. Desertification leads to prolonged episodes of drought and famine in countries that are already impoverished and

cannot afford large agricultural losses. The world's poorest countries, where people depend much more on the land for their survival, are hit the hardest. Poverty, intense competition over resources and political instability in developing countries exacerbate the problem. Desertification and land degradation can be addressed, inter alia, by efforts to mitigate the effects of droughts and floods, and through such measures as improved use of climate and weather information and forecast, early warning systems, land and natural resources management, better agricultural practices, and enhanced conservation of the ecosystem.

9. Climate change impacts not only land but also water. Overutilization of water flows can trigger an environmental crisis, as it can result in drastic deterioration of water quality and human health, scaled desertification and soil salinity, as well as a decrease in biological and landscape variety. The fact that, as a result of decrease in water supplies, poor people tend to migrate to mountainous areas results in deforestation, soil erosion and mountain degradation. Frequently, the lack of proper transboundary agreements and management arrangements for the sharing of water resources leads to worsening vulnerability of the ecological and socio-economic systems.

B. The poverty and environment nexus

10. The poor depend on the environment in multiple ways. In many parts of the developing world, the health and productivity of the poor depend on environmental quality. Natural resources also contribute to non-cash sources of income for the poor. The poor living in rural areas often rely for their own survival on unprotected forests, fisheries and other natural resources. The poor living in urban areas lack access to clean water, fresh air and suitable sanitation systems and, in many cases, are exposed to solid and hazardous wastes, with diseases and exacerbation of poverty being the result.

11. Until recently, the challenges of poverty and environmental protection were treated as separate issues. Now, the direct and diverse linkages between poverty and environment are better recognized. For example, at the World Summit for Social Development held in 1995, world leaders acknowledged the strong and mutually reinforcing linkages among economic development, social development and environmental protection. Furthermore, in the Programme for the Further Implementation of Agenda 21,[2] adopted by the General Assembly at its nineteenth special session on 28 June 1997, it was decided that poverty eradication should be an overriding goal of sustainable development.

C. Urban poverty and slum-dwellers

12. Most of the urban poor live in slums. More than 900 million people currently live in urban slums and the number is growing as rapid urbanization continues in the developing world. Globally, the slum population is set to grow at the rate of 27 million per year in the period 2000-2020. With the world's urban population set to exceed the population of rural dwellers for the first time in 2007, slum-dwellers

[2] General Assembly resolution S-19/2, annex.

are as badly affected, if not worse off, than their rural counterparts in terms of health, literacy and prosperity.

D. Sub-Saharan Africa

13. Sub-Saharan Africa is the poorest region in the world and one where development is most impeded by vector-borne diseases, which are linked to a wide range of environmental conditions including water contamination and inadequate sanitation, as well as desertification and land degradation. Millions of the poorest people in this region live on marginal and ecologically fragile land. The United Nations Millennium Declaration[3] and the outcomes of subsequent global conferences have thus devoted special attention to Africa.

E. Small island developing States

14. Islands, particularly small islands, face a variety of short- and long-term environmental hazards, which impede their development. They are especially vulnerable to damage to their infrastructure and productive capacity from more frequent and increasingly severe natural disasters. As the result of climate change, the risk of the rise of the water level, and the frequency of cyclones, tornadoes, earthquakes, etc., have increased manyfold. These affect the lives and livelihoods of people living in small island countries and in coastal areas, especially the poor, the elderly, women and children. Countries need to give special attention to this particular aspect of the challenge arising from climate change.

III. Sustainable development and climate change: key governance issues and mainstreaming

15. There are three key governance issues related to sustainable development and the mainstreaming of adaptation to climate change into public administration. First, within the environmental dimension, awareness must be built vis-à-vis clean and renewable energy sources, taking into account deforestation and ozone layer depletion due to carbon emissions. Within the economic dimension, it is crucial to plan and implement growth strategies that are less polluting, with adequate regulatory frameworks for industries in various sectors, and fiscal incentives for the private sector, as well as alliances with businesses on industrial and investment strategies and methodologies, including those geared towards the scaling up of programmes and activities designed to leverage clean technologies. The third (social) dimension of mainstreaming puts emphasis on the risks faced by the most vulnerable and less empowered social groups and countries in pursuing sustainable development. Climate change has the greatest effect on the poor, the elderly, women and indigenous populations. Geographically, climate change is also affecting the most vulnerable regions, such as sub-Saharan Africa, South Asia and those small islands in which lie developing States.

[3] See General Assembly resolution 55/2.

16. Within all three dimensions of sustainable development, there are two discernible levels of action. At the national level, management and stewardship of natural resources, with future generations in mind, are essential. At the transnational level, coordination and treaty formation within the framework of regional and international conventions and agreements on the use of the global commons, including the participation of all stakeholders such as non-governmental organizations, universities, foundations and transnational firms engaged in or contemplating involvement in greenhouse emissions mitigation projects, can be critical.

17. The implications of the challenges described above for governance and public administration are complex, and require mainstreaming of the issues, through improved inter-agency coordination, into the overall planning and development processes of government. Governments are seeking new structures, processes and mechanisms and tools through which to promote sustainable development. New forms of governance, designed to supplement traditional State-led top-down decision-making processes, are emerging. Several recent instruments, such as national sustainable development strategies, poverty reduction strategy papers and United Nations Development Assistance Frameworks, have helped prioritize poverty reduction, as well as other economic, social and environmental goals in legislative and regulatory frameworks, in various parts of the world, particularly the least developed countries.

18. Although, many countries have now established multi-stakeholder decision-making processes and institutions such as national councils for sustainable development and national economic and social councils to assist in integrated decision-making, the fact remains that some of these councils are either organizationally or politically weak or have yet to grasp the challenges of sustainable development, including the risks of climate change, and thus have not mainstreamed these issues into their deliberations. Furthermore, many countries have yet to develop similar multi-stakeholder or participatory processes at the local government and/or community level.

19. The issues and questions that these countries confront are multifarious. The governance challenges relating to sustainable development, including climate change, entail:

- How to raise the debate at the national level and increase awareness and secure political commitment
- How to bring the environment, economic and social pillars together within the given government structure
- How to mainstream sustainable development principles, including environmental concerns, into the overall planning and development processes of the government
- How to ensure the coordination (among ministries, agencies, special units, parliaments, donor Governments, and United Nations actors and organizations) necessary to integrate environment and development
- What implementation capacities or processes have to be developed at the national, subnational, local government and community levels

- What mechanisms, tools, strategies and indicators should be used to measure progress defined in terms of both the outcomes achieved and the effectiveness of processes leading to those outcomes.

A. Environmental mainstreaming into planning and implementation processes

20. Mainstreaming environment into national planning and implementation processes is one of the key governance challenges. Mainstreaming encompasses the processes by which environmental considerations, including climate change, are brought to the attention of organizations and individuals involved in decision-making on the economic, social and physical development of a country. In this regard, the focus should be on how environmental considerations are to be included in policy, plan and programme decision-making and implementation in all sectors (including for example, industrial development, financial structures, energy, health, transport, education, defence, etc.) rather than on simply raising the profile of environmental policies within government and institutional agendas.

21. A recent analysis of 20 cases from European Union (EU) and non-EU countries led to the identification of three key models of the processes, institutions and communication mechanisms utilized for integration of sustainable development into policies: the constitutional/legislative model, the process/strategy model, and the ad hoc institutional model.

Constitutional/legislative model

22. This model includes specific legal provisions for environmental protection and integration in a country's constitution, "consolidated" legislation (use of generic or framework cross-sectoral legislation), and legislation that imposes duties on public bodies.

Process/strategy model

23. This model encompasses a coordinated multi-stakeholder or Government-led strategy for sustainable development. Some examples are greening government, national sustainable development strategies, local Agenda 21 and land-use planning.

Ad hoc institutional model

24. This model may exist outside of a centrally coordinated strategy. It includes audit committees/independent auditors, environmental protection agencies and authorities, national commissions/councils for sustainable development and round tables.

25. In reality, a mixture of these elements can be found in each country studied. From the literature review and the surveys carried out, the following possible "tools" for achieving varying degrees of integration of the environment at the policy level were identified:

- Strategic environmental assessment
- Strategic environmental analysis
- E-test

- Environmental appraisal/audit
- Sustainability appraisal/assessment
- Integrated environmental assessment
- Economic tools/instruments
- Green accounting
- Environmental management systems
- Objectives, targets and indicators
- Environmental monitoring and reporting
- Public participation, education and awareness-raising
- Matrices/appraisal tables.

B. Mainstreaming adaptation to climate change

26. Adaptation to climate change is not treated as an integral part of most countries' national development plans. Both developed and developing counties are responding to the adaptation challenges principally through project-based institutional structures operating outside macroeconomic policy frameworks and budget systems. In many developing countries, adaptation planning is carried out in environment ministries, which have a limited influence on other ministries, notably finance ministries. Although some projects on climate change adaptation are delivering results, project-based mechanisms cannot provide a foundation for scaling up adaptation at the pace or with the quality required. It is thus essential to shift to a policy-based framework that is integrated into wider national planning and implementation.

C. Promoting coordination mechanisms

27. The promotion of coordination mechanisms at the national and local levels should include: (a) sectoral coordination (ministries, agencies; special units; parliament); (b) outreach to other national stakeholders (civil society organizations, academic/scientific institutions, the private sector); (c) coordination with international cooperation agencies (Government-donor coordination, bilateral and multilateral); and (d) coordination among the national, subnational and local government authorities.

28. The coordination required between sectoral ministries and agencies regarding the integration of sustainable development concerns into development plans involves policymakers at every level, and cuts across a range of sector activities and institutions. A number of countries are innovating and experimenting with the establishment of processes and structures that enable such a complex coordination, including special units, interdepartmental task forces, etc. For example, the National Environment Protection Agency of Afghanistan is working on integrating environmental considerations into the National Development Strategy of the Government of Afghanistan which is also its poverty reduction strategy paper. The National Environment Protection Agency is developing its strategy, and reviewing

ministerial strategies from other ministries, from an environmental perspective. Also, as mandated by law, the National Environment Protection Agency established the Inter-ministerial Committee for Environment Coordination.

IV. Capacities for creating an enabling environment for sustainable development

29. Limited human and financial resources, and differentials in resources and skills between different government ministries and agencies, influence the capacity to respond to new requirements, including the streamlining of the environmental, climate change and sustainability issues. These impediments are not specific to the sustainability issue, but are common to all cross-cutting concerns, such as environment, poverty, gender, etc. Implementing cross-cutting policies requires that (a) new issues be championed; (b) ways be found to mainstream them into existing processes; and (c) new capacities be developed.

30. In order to effectively mainstream sustainable development principles and concerns into national planning and implementation processes, it is necessary to build capacities at the individual and institutional levels. Planners and management specialists need to learn about the guiding principles, methodological approaches and legislative requirements in their respective professional fields. They need to be trained through short courses, continuing education programmes, and teamwork. Raising awareness of politicians, non-governmental organizations and community groups participating in the mainstreaming processes is also necessary in order for the vision, strategies, programmes and projects that emanate from the planning processes to become fully owned and implemented successfully. Mainstreaming of the emerging issues of sustainable development and climate change may also require the restructuring of departments and the reforming of the existing institutional arrangements so that adaptation processes become more integrative and holistic.

V. Case studies: practices in selected countries

A. South Africa: mainstreaming environmental sustainability into the integrated development planning process

31. The law reform process that has taken place in South Africa since 1994 has moved environmental sustainability concerns squarely into the Government's policy agenda. The consideration of sustainability principles and environmental management issues in planning, development and decision-making activities across all sectors and at all levels is now required by law. Local government has become the intended focal point for addressing the socio-economic needs of local communities and sustainable service delivery, with the principal tool for achieving these developmental objectives being the Integrated Development Plan.

32. The Integrated Development Plan process represents a significant swing away from past planning approaches in South Africa which were largely technocratic and sectoral. Increasingly, Integrated Development Plans exhibit a strong shift towards a more integrated and participatory approach to local planning. The legal requirement

that all sectors and interested parties be consulted has led to improved communication and cooperation between different sectors and spheres of government, and between traditional authorities and the newly established local authority structures.

33. There has been a convergence over time of (a) the legal requirements for addressing sustainability and environmental management concerns and (b) the legal requirements for planning and implementation. This is particularly the case with respect to Integrated Development Plans at the local government level, where not only are the aims of Integrated Development Plans compatible with environmental concerns but the processes for their preparation and the intended outcomes are closely aligned with the principles of sustainability. There is also a high degree of compatibility of the Local Agenda 21 approaches promoted internationally with South Africa's required Integrated Development Plan approaches.

34. In response to the recent assessment of the limited extent to which environmental sustainability issues were being incorporated in Integrated Development Plan processes, the national framework document entitled "Strengthening environmental sustainability in the IDP process" was prepared to provide guidance. It is argued that, while this is a start, those involved in promoting environmental management and sustainability in South African local government need to go further and to fully understand the nature of planning, including the processes, language and tools of planners, as well as the range of choices and decisions that planners and managers are required to make at each stage of the Integrated Development Plan process.

B. Germany: mainstreaming adaptation to climate change into national planning

35. Large areas of Germany face, with climate change, increased risk of flooding. Research in the Neckar Catchment area in Baden-Wuettemberg and Bavaria predicts an increase of 40-50 per cent in small and medium-sized flood events by the 2050s, with a 15 per cent increase in "100 year" floods. The Baden-Wuettemberg ministry for environment estimated the additional cost of long-term flood defence infrastructure at US$ 685 million. Following large-scale flooding in 2002 and 2003, Germany adopted a Flood Control Articles Act, which integrates climate change assessment into national planning and imposes strict requirements on the designation of flood areas and human settlements.

C. Small island developing States: mainstreaming adaptation to climate change

36. Small island developing States have already demonstrated leadership in adapting to climate change. Faced with climate change risks that touch on all aspects of social, economic and ecological life, their Governments have developed an integrated response linking national and regional planning and implementation. In the Caribbean, the Mainstreaming Adaptation to Climate Change programme was initiated in 2002 to promote integration of adaptation and climate risk management strategies into water resource management, tourism, fisheries, agriculture and other areas. In the Pacific, the Government of Kiribati has joined with donors to integrate

climate change into national planning, working through high-level ministerial committees. A two-year preparation phase (2003-2005) has been followed by a three-year implementation period, during which donors are co-financing incremental climate change adaptation spending in key areas.

VI. Recommendations

A. For Member States

37. **Political commitment and partnership are keys to the success of sustainable development. It is thus crucial that both the national and the local political leadership express their commitment to the processes of sustainable development while effectively collaborating with each other and other stakeholders at all levels and in all sectors. Consideration may be given to linking the multi-stakeholder networks within countries where strategic planning commissions or economic and social councils exist. The scope and composition of these commissions and councils and the use of information and communications technology in the process of integration can be increased and strengthened.**

38. **As a follow-up to the Bali process, it is important to integrate climate change adaptation and mitigation policies into national development agendas. This integration should not be piecemeal and selective, but rapid and comprehensive. With this aim in mind, adaptation and mitigation policies and measures, including various forms of fiscal incentives and disincentives, should be directed towards sustainable development. Instruments such as strategic environmental assessments and environmental impact assessments can support programme, project or investment decision-making, as appropriate. Adequate assistance should be provided to the most vulnerable countries, and the adaptive capacity of developing countries should be buttressed. Meeting the basic energy needs of the poor, including by increasing access to energy, without contributing significantly to greenhouse gas emissions, should be a priority.**

39. **Progress on climate change will require improved governance, including an active civil society and open, transparent and accountable policy and decision-making processes. In this framework, building capacity for mainstreaming poverty-sustainable development linkages into national development planning processes such as the poverty reduction strategies (PRS) and Millennium Development Goals achievement strategies is important. In this regard, it is important to update all national sustainable development strategies and poverty reduction strategy papers to incorporate climate change, and to identify priority policies for reducing vulnerabilities while providing indicative estimates for the financing requirements of such policies.**

B. For the Economic and Social Council

40. **The Economic and Social Council should continue efforts to prioritize discussions on sustainable development, especially on processes relevant to the follow-up of the Bali process. The Council can play an important role in**

coordinating the technical research and policy recommendations of the various functional commissions within its purview. In particular, the Council should consider devoting attention to cross-cutting dimensions of governance and State capacity in assisting Member States in dealing with sustainable development challenges.

C. For the United Nations Secretariat

41. **The United Nations Secretariat should assist in the dissemination and exchange of best practices and support capacity-building initiatives in governance and sustainable development, including climate change. The Committee may request the Secretariat to bring the conclusions drawn from its discussion on this item to the attention of the Economic and Social Council during the high-level segment of the Council's substantive session of 2008 and during the Council's annual ministerial review of the progress of Member States in achieving the internationally agreed development goals on sustainable development.**